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ABSTRACT

This report presents the contributions to theme five, "Adult Learning and the Changing World of Work," of the Fifth International Conference on Adult Education. Section 1 is an introduction to the Conference with objectives, themes, and agenda for the future. Section 2, "Discussion and Debate on the Issues of Theme Five" (R. Barry Hobart) answers 12 questions within the 4 areas of principles and practices of theme five. Section 3, "Position Paper on the Galaxy of Issues Relating to Theme Five" (R. Barry Hobart), analyzes the relationship and responsibilities of each of five partners to education for the world of work. Section 4 contains 14 presentations from 3 conference sessions. Session 1, "Changes in the World of Work That Impact on Adult Education and Training," has eight papers: "ICFTU [International Confederation of Free Trade Unions]: What Are the Most Significant Changes in the World of Work?" (Renate Peltzer); "The World of Work and Adult Learning: Changes, Impacts, and Prospects" (B.W. Kerre); "Changes in the World of Work and Their Impact on Adult Education and Training in Jamaica (A Developing Economy)" (Lurliene Miller); "Training for Employability" (Maria A. Ducci); "Continuing Training in the Transition Process in Central and Eastern Europe and in the New Independent States" (Hans Konrad Koch); "Learn To Undertake" (Felix Cadena Barquin); "Special Impacts on Developing and Transition Economies" (David H. Fretwell); and "Adult Education and Jobs, or Sustainable Livelihoods?" (John Lawrence). Session 2, "Implications for Adult Education Programs of the Changing World of Work," has three papers: "Policy Directions for Reforming Vocational and Technical Education in Korea" (Ikhyun Shin); "Changes in the World of Work and Their Implications for Formal TVET [Technical and Vocational Education and Training]" (R. Barry Hobart); and "Adult Learning and Vocational Training in the Informal Sector in Developing Countries" (Committee on Educational Research in Cooperation with Third World Countries). Session 3, "Policy and Social Implications of the Changing World of Work," consists of three papers: "Policy and Social Implications of the Changing World of Work: The Australian

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Experience" (Tony Greer); "Adult Education--Instrument for Democratisation and Empowerment" (Helga Foster); and "Political Economy, Adult Education, and Exclusion" (Ettore Gelpi). Appendixes include the program and advisory committee list. (YLB)

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FIFTH INTERNATIONAL CONFERENCE
ON ADULT EDUCATION

ED 434 988

Adult Learning and the Changing World of Work

Report of Theme V

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Adult Learning and the Changing World of Work

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June 1998

The Organisers of Theme V

The UNESCO Institute for Education Hamburg
The UNESCO Institute for Education (UIE) founded in 1951 is one of three educational institutes of UNESCO. It specialises in the education of adults in the perspective of lifelong education. As an international reference centre, the UIE has established a co-ordination unit for follow-up to the Fifth International Conference on Adult Education which collects information, disseminates, monitors and promotes the issues and policies framed within the two major documents of the conference - *The Hamburg Declaration on Adult Learning* and *The Agenda for the Future*. The co-ordination unit functions as a focal point for adult learning follow-up, working closely with the different units and sectors at UNESCO Headquarters, and in the Regional Offices, with the major UN and other multilateral partners as well as with the NGO networks and the Member States.

★★★★★★★

UNEVOC
The International Project on Technical and Vocational Education (UNEVOC) is a project of the United Nations Educational, Scientific and Cultural Organisation (UNESCO). Its purpose is to contribute to the development and improvement of technical and vocational education in Member States. Based on an agreement between UNESCO and the Government of the Federal Republic of Germany on UNEVOC, an Implementation Unit has been established in Berlin. It assists the overall planning and networking of UNEVOC centres and is responsible for the implementation of certain activities specified in the UNEVOC programme.

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Foreword

The Fifth International Conference on Adult Education (CONFINTEA V) held in Hamburg Germany, from 14 to 18 July 1997, marked a turning point in the conception of adult learning. The Conference organised by UNESCO and in particular the UNESCO Institute for Education in Hamburg, mobilised the co-operation and support of Member States and of a wide range of partners, including UN organisations, governmental and non-governmental organisations and the private sector.

The Hamburg Conference attended by over 1500 participants from over 130 countries was preceded by months of preparation drawing upon the educational realities and aspirations in the different regions of the world. Based on the regional meetings, a consensus emerged which found expression in the two key Conference documents *The Hamburg Declaration on Adult Learning* and *The Agenda for the Future*, which contain a series of more specific and detailed proposals with respect to each of the 10 themes of the Conference. In line with the follow-up to CONFINTEA V the UNESCO Institute for Education Hamburg has set up a co-ordination unit which collects information, disseminates, monitors and promotes the issues and policies framed within the documents.

This report presents the contributions to theme five "Adult learning and the Changing World of Work" dealing in the three sessions with the most significant changes taking place in the world of work, their implications for programmes of adult learning and for policy directions in adult learning. The thematic network on work was represented by a wide range of UN organisations (ILO, World Bank, UNDP), universities and research associations as well as governmental organisations.

The world of work is experiencing major changes in patterns of production as well as dramatic innovations in technologies in the context of a more competitive global economy. At the thematic workshops, participants drew attention to the major shortages of qualified workers for new industries, the displacement of labour, dislocation of peoples, reduced unionisation, unemployment, obsolescence of skills and production techniques, gender inequalities and precarious employment. An increasing proportion of the working population exists outside the range of mainstream labour market policies, and formal education is able to meet the demands of only a very small proportion of this population. All these changes confront us day after day and reinforce the tremendous importance of lifelong learning as well as explain the growing demand for adult and continuing learning.

Acknowledging the changing nature of work and the effects of policies to increase productivity, which result in considerable loss of jobs, the participants affirmed the importance of the right to work, as well as the role of adult learning which needs to be seen as an investment.

An awareness of the whole spectrum of work was enhanced by the presenters, who claimed that adult learning could no longer be conceptualised as a narrow educational effort focusing on technical skills required for performing a given job or paid employment. Nor could it be approached as a one-time event preparing the workforce to enter the labour market. Adult learning encompasses community work, private work and work in the informal sector of the economy. Adult learning is a continuous and recurrent learning process that takes place through the entire working life. Aspects of adult learning that emerged strongly included attitudes, values, behavioural patterns, in addition to technical skills, as well as core skills such as critical analysis and teamwork.

It was emphasised that although adult learning is becoming more and more an individual effort, this will have to be counterbalanced by provision, opportunities, information and guidance. Adult learning should be imparted in the context of clear regulatory frameworks set by governments, as well as in the context of strategic alliances between stakeholders. Governments were considered to have responsibility for setting parameters of the adult learning market in a demand-driven system, counteracting any market distortions and addressing equity issues.

Problems in adult learning in relation to the world of work were presented in diverse ways, within developed and developing countries. However, there were striking trends that emerged during the various workshop sessions, within certain regions, countries and economies. The most significant changes with respect to Africa were summed under the challenges Africa faces through globalization, rapid technological change, democratisation and socio-cultural transformation. Problems in adult learning in the context of developing societies stressed the centrality of adult learning in the struggle for self-sufficiency in the light of new dependencies being created through multinational companies.

labour market and educational constraints to achieving these reforms were discussed. The major challenge for adult learning in transition societies is the issue of structural unemployment.

But what constitutes adult learning for those who neither have access to regular jobs at present, nor the promise of permanent jobs in future, and who need to secure their survival in the informal sector or popular economy? At workshop sessions it became clear that vocational competencies in the informal economy are acquired primarily through informal learning processes and closely related to economic survival in diverse social contexts - the family, household, community, organisations and social networks. Since having a regular job is only one component of sustainable livelihood, it was held necessary to design adult learning more thoughtfully in relation to "sustainable livelihood patterns", giving greater relevance to diversity of experience, information on human rights, vulnerability of individuals to change, and technology spread to poorer communities. Drawing on the experiences of the popular economy in Mexico and Latin American it was pointed out that adult learning will need to concentrate on social organisation skills that promote solidarity and co-operation in the practice of economic activities.

The relationship between adult learning and vocational and continuing training was an important issue debated at the workshops. There were examples from Korea and Australia that outlined the reforms being introduced that took into account the role that adult and community learning plays in vocational education, and the role of the government in providing access to socially disadvantaged people and in maintaining skills of those out of employment.

The workshop stimulated discussion on the role of adult learning as a tool for empowerment, for promoting gender democracy, and for integrating populations unemployed and working in precarious occupations.

We hope that with the publication of this report, which has been compiled and edited by Ms Madhu Singh, Senior Programme Specialist, UIE is able to promote a broader dissemination of the issues raised during CONFINTEA. Special thanks are also due to Ms Cendrine Sebastiani of the Publications Unit for her untiring assistance.

Paul Bélanger
Director, UIE Hamburg
June 1998

I. INTRODUCTION TO CONFINTEA V

(1) Objectives

The general objective of the Conference was to highlight the importance of adult learning and to forge a world-wide commitment to adult and continuing education in the perspective of lifelong learning. Lifelong learning is an approach to learning that involves people learning in many different environments - over large distances, in the workplace, or in non-formal settings - and throughout much of their lives. From learning basic numeracy or literacy to training on the latest software packages, people are using educational opportunities to take more control of their lives.

Yet education is about more than the transfer of skills. Education is a key to survival and sustainable and equitable development, it develops creativity, it also disseminates cultural values, and plays a role in the creation and maintenance of national identity. Given sufficient political will, education can be a powerful tool to help to create a culture of peace based on freedom, justice and mutual respect.

The more specific objectives of the Conference were as follows:

- building a synergy between formal and non-formal education.
- to exchange experience on present provision and needed improvements;
- to recommend future policy and priorities and adopt a *Declaration on Adult Learning* and an *Agenda for the Future;*
- to promote international co-operation.

(2) Themes

In recognition of these and other issues UNESCO identified the following 10 themes as crucial to the definition of adult learning priorities for the twenty-first century:

Theme 1
Adult learning and democracy: the challenges of the twenty-first century

Theme 2
Improving the conditions and quality of adult learning

Theme 3
Ensuring the universal right to literacy and basic education

Theme 4
Adult learning, gender equality and equity, and the empowerment of women

Theme 5
Adult learning and the changing world of work

Theme 6
Adult learning in relation to environment, health and population

Theme 7
Adult learning, culture, media and new information technologies

Theme 8
Adult learning for all: the rights and aspirations of different groups

Theme 9
The economics of adult learning

Theme 10
Enhancing international co-operation and solidarity

Theme 5
Adult learning and the changing world of work

World of work

What are the changes in the world of work that must be addressed by adult education to ensure the genuine implementation of life-long learning, life-long career development and life-long employment?

How can adult education co-operate with the world of employment and economic production to ensure the relevance, and employability, of human resources?

How can adult education support the development of democracy in the workplace through the collectivisation of employees, the appropriate role of unions, and through the promotion of self-help organisations of micro-enterprises of the informal economy the development of participatory management? How can adult education encourage the assumption of responsibility by the various entities within the world of work for the protection of the environment?

Education

How should adult education articulate with general education, technical and vocational education, higher education, and with training within the workplace in order to support the maintenance of people as effective and efficient employees within the world of work?

How should adult education support the initiatives of non-formal education, small business enterprise and the self-employed with respect to the employment of people and to the effective and efficient performance of employees within the productive process?

What teaching/learning strategies need to be supported, or developed and implemented, by adult education to increase its contribution to the efficiency of the world of work and to the fair and just distribution of the wealth generated by the world of work?

Politics

What are the policies and legislation that need to be developed and implemented by governments to support the universal availability and effectiveness of adult and continuing technical and vocational education?

How can adult education for the world of work be co-ordinated effectively among the various ministries within a government that have some responsibility for training and employment (such as ministries of education, vocational education, higher education, employment, rural industries and tourism) and with NGOs and other organisations that have political clout?

What financial support needs to be given by governments, and other entities, to formal and informal adult and continuing education for the world of work?

Society

How can adult education contribute to the removing of disparities of economic return from employment - among countries and within countries - stemming from such factors as sex discrimination, exploitation of the disadvantaged, the internationalising of work, the restructuring of economies and migration.

How can adult education for the world of work contribute significantly to the social effectiveness, social responsibility, personal fulfilment and the empowerment of people within the arena of work?

(3) CONFINTEA'S Agenda for the Future for theme five

The changing world of work is a multifaceted issue of enormous concern and relevance to adult learning. Globalization and new technologies are having a powerful and growing impact on all dimensions of the individual and collective lives of women and men. There is increasing concern about the precariousness of employment and the rise of unemployment. In developing countries, the concern is not simply one of employment but also of ensuring secure livelihoods for all. The improvement needed in terms of production and distribution in industry, agriculture and services requires increased competencies, the development of new skills and the capacity to adapt productively to the continuously changing demands of employment throughout working life. The right to work, the opportunity for employment and the responsibility to contribute, at all ages of life, to the development and well-being of one's society are issues which adult learning must address.

We commit ourselves to:

1. **Promoting the right to work and the right to work-related adult learning:**
   (a) by recognising the right to work and to a sustainable livelihood for all and by fostering, through new solidarities, the diversification of models of employment and recognised productive activities;
   (b) by ensuring that work-related adult education provides the specific competencies and skills for entry into the labour market and occupational mobility, and improves the ability of individuals to take part in diversified models of employment;
   (c) by promoting partnerships between employers and employees;
   (d) by ensuring that knowledge and skills informally acquired are fully recognised;
   (e) by emphasising the powerful role of vocational adult education in the lifelong learning process;
   (f) by integrating in informal and non-formal adult education processes an analytical and critical perspective in relation to the economic world and its functioning.

2. **Ensuring access to work-related adult learning for different target groups:**
   (a) by encouraging employers to support and promote workplace literacy;
   (b) by ensuring that work-related adult education policies address the needs of self-employed workers and workers in the informal economy and facilitate access for women and migrant workers to training in non-traditional jobs and sectors;
   (c) by making sure that work-related adult education programmes consider gender equality, age, cultural differences, safety in the workplace and concerns for workers' health, protection against unfair treatment and harassment, as well as the preservation of the environment and the proper management of natural resources;
   (d) by enriching the learning environment at the workplace and offering flexible individual and collective learning activities and relevant services for workers.

3. **Diversifying the contents of work-related adult learning:**
   (a) by addressing the issues inherent in agriculture, natural resource management and food security;
   (b) by including elements relating to agricultural extension services, citizens' rights, organisation-building, natural resource management, food security and reproductive health education;
   (c) by stimulating entrepreneurship through adult education;
   (d) by promoting gender-sensitive approaches within extension services, answering the needs of women in agriculture, industry and services, and enhancing their capacity to disseminate knowledge on all fields and issues.

II. DISCUSSION AND DEBATE ON THE ISSUES OF THEME FIVE

R. Barry Hobart

Introduction

Theme Five: Adult Learning and the Changing World of Work focussed on the most significant principles and practices that relate adult education to the world of work. In so doing, the specific realities of the world of work itself, the importance of the endeavours of education at all levels, the responsibilities of the political arena with respect to adult education, and specifically the broad social responsibility of adult education. The discussion and debate can be attached to twelve questions within the above four areas of principles and practices.

World of work

1. *What are the changes in the world of work that must be addressed by adult education to ensure the genuine implementation of life-long learning, life-long career development and life-long employment?*

We cannot deal adequately with the multitude of issues identified unless we come to grips with an acceptable meaning of the word "work", and the phrases "world of work" and "market economy". What human activities do these terms delineate? The various statements that addressed these issues revealed that, in essence, the participants were significantly divided among themselves in terms of their philosophy and value systems concerning genuine economic activity and concerning the human endeavours that should be classified in this arena. It was suggested that we need to "unpack" the concept of "work" and take a much broader view of what that term embraces.

To ensure that the above question is addressed adequately it was asserted that we must increase the role of the social partners in training and link training to the labour market. In conjunction with this, it was recognised that learning takes place through active participation of the learner, and by genuine and relevant experiences. Thus, the availability and responsibility of enterprises to provide genuine and relevant experiences to the learner are vital. In this regard also, trade unions must assume a very significant role in ensuring that this occurs.

With some measure of scepticism it was asserted that there is little real interest in adult education.

2. *How can adult education co-operate with the world of employment and economic production to ensure the relevance, and employability, of human resources?*

In addressing this question it was clearly recognised that unemployment is the most serious consequence of the changing world of work. The changes in the world of work include the globalization of the economy, the increasing significance of the informal economy and small business, but also the neglect to address the needs of this sector. Efforts must be made to construct bridges between formal and non-formal education in an effort to ameliorate this neglect. This neglect often resulted from the fact that the informal sector does not have the political muscle to compete with large scale enterprise and multinational organisations. Other important changes include: the mobility of workers through migration, through displacement resulting from political and social upheaval creating large numbers of refugees; The changing philosophy and concerns of people with respect to the role of females within the workforce, of the disadvantaged, the handicapped; The speed of technological development, urbanisation, excessive population growth and even the rapid spread of corruption within the political and economic arenas; Also the particular situations of economies in transition. Each of these were associated with change.

The concept of change and its challenge to every area of life, pervaded the discussion and debate among the participants. Some voiced the need to address more positively the reality of change, and, in this respect, adult education ought to cultivate the attitudes and competencies needed to react positively to change and to benefit from it. Others questioned the value of some areas of change that seem to be accepted without question. It was generally agreed that education for the world of work has a vital role to play in assisting the progress of humanity in the face of these changes, and to adjust to the inevitability of them. Thus, considerable emphasis was placed on the need for quality assurance, for the developing of standards, for counselling and guidance, for relevance, for flexibility and for instructors and apprentices to be linked to specific projects to acquire valid work experience and, thus, increase the likelihood of relevance in their teaching and learning. With respect to guidance and counselling, it was suggested that vocational guidance needs to be a life-long process in the face of the considerable job change that persons can expect today. Further, in the light of the considerable dislocation that people experience through unemployment, underemployment, job change, and the need for developing different competencies to be employable, it was suggested that counselling be broadened to assist people to face the stresses and traumas that these realities produce.

3. How can adult education support the development of democracy in the workplace through the collectivisation of employees, the appropriate role of unions, and the development of participatory management?

In addressing this question it was recorded that trade unions are concerned with the root cause of poverty. They are concerned with unemployment as well as employment. They are concerned with the genuine development of democracy. It was questioned whether, in many parts of the world, trade unions and workers are genuinely involved in the restructuring of institutions in order to assist them to become more democratic. In this context also, the issue of gender democratisation was addressed. In many locations of the work force, women are underprivileged and do not enjoy the freedoms and democracy available to men.

4. How can adult education encourage the assumption of responsibility by the various entities within the world of work for the protection of the environment?

This question led to an assertion that core competencies that include literacy, team-building, understanding of work processes, essential attitudes for effective performance in the world of work, for co-operation with co-workers and colleagues, for an appreciation of the environment and support for strategies of government and enterprise that are designed to protect the environment, all these and more are essential elements in this area of education.

Education

5. How should adult education articulate with general education, technical and vocational education, higher education, and with training within the workplace in order to support the maintenance of people as effective and efficient employees within the world of work?

This question immediately led to concomitant questions: what sort of training is needed? what teaching/learning strategies are needed? how can people be prepared to maintain modern equipment, and the fast development and change in that equipment? how can we ensure genuine life-long learning for the world of work? how important are general education and core competencies?

Again, it was generally agreed that education and training must be more efficient, more accessible, more student-centred, more flexible, more relevant, recurrent, possibly modular and competency- based, available through distance education, with more effective teachers and trainers, and include significant on-the-job training. It was recognised that the supervisors of this on-the-job learning and experience be given appropriate pedagogical training in order for them to assume effectively this additional responsibility for training of their other employment responsibilities. There is an essential need for all providers of education and training for the world of work, including higher education, to articulate with each other in such a way as to provide genuine life-long learning, and, as far as is possible, a seamless career path. This includes also a more genuine attempt to recognise international qualifications and experience and, as far as is possible, accept them as genuine qualifications for relevant employment.

The searching question was asked as to what elements in society are hindering training? It was felt by some that enterprise was frequently not enthusiastic, to say the least, and that sometimes formal education did not give the support to learning within the employing enterprise that is necessary. Many NGOs are not assuming their important role in education for the world of work. Unnecessary barriers exist to the opportunity for further education and career development. Prior learning and experience is not recognised in such a way as to encourage a seamless career path. Discriminatory factors such as sex, race, creed, class, or spurious and unreliable measures of academic ability and potential: all these contribute to the hindering of life-long learning and training, and of consequential human development.

6. *How should adult education support the initiatives of non-formal education, small business enterprise and the self-employed with respect to the employment of people and to the effective and efficient performance of employees within the productive process?*

It was agreed that the education and training system needs to be simplified and made more efficient. Further, for this question to be answered, it was felt that people must develop self-learning skills and assume responsibility for their own learning.

It was suggested that, while governments must assume a major responsibility in the area of the provision for education and training, nevertheless there is a valuable place for private providers. Some however, queried whether profit from private education was legitimate. The special needs of the rural sector were also acknowledged.

7. *What teaching/learning strategies need to be supported, or developed and implemented, by adult education to increase its contribution to the efficiency of the world of work and to the fair and just distribution of the wealth generated by the world of work?*

A complaint was voiced that training is often narrow and mechanistic. Emphasis was placed on the need for generic knowledge, skills and attitudes to be developed, for learning-to-learn competencies to result from general education, for a culture of learning to be established, for all players within the field, including private enterprise, to assume their appropriate responsibilities, and for early learning to be sufficiently challenging and enjoyable, with an appropriate degree of learner-autonomy, to motivate people to undertake life-long learning and to extend their personal knowledge and experiences.

Considerable discussion was given over to the need for teaching/learning strategies to be much more flexible and varied in terms of the needs of the learner. Also for curricula to be more relevant, more flexible, and developed and approved in the shortest possible time. Distance education was advocated, competency-based education, modular learning systems, computer assisted learning, on-the-job learning and supervised work experience, recurrent educational systems: all were seen to have potential value. It was agreed that specific target groups must be addressed and that existing competencies developed from prior learning and experience, must be acknowledged and harnessed in the learning process to avoid unnecessary repetition of learning.

Teaching/learning strategies that address the pressing issues of different cultural traditions, of genuine female participation in the world of work, of language, of literacy, of concern and responsibility for the environment, of responsible behaviour, of democratic rights were advocated.

Teacher/trainer was continually addressed. It was acknowledged that this preparation was generally either very inadequate or non-existent, around the world. The following were seen to have vital significance to this subject: the problems of (a) selecting suitable people for technical and vocational teaching, (b) developing in them high standard pedagogical competencies, (c) maintaining these competencies at a high level of proficiency, (d) ensuring that their technical knowledge and skills are kept up to date, (e) holding them within the teaching profession in the face of poor salaries and status, and (f) providing genuine pedagogical competencies in those who are employed in industry but who must also assume some training and supervising of learning responsibilities in addition to their general employment responsibilities.

Political

8. *What are the policies and legislation that need to be developed and implemented by governments to support the universal availability and effectiveness of adult and continuing technical and vocational education?*

It could be expected that the area of politics produced some interesting differences of opinion. Much of this stemmed from the vast range of developments in the world political systems in terms of democracy and human rights. This reality was particularly recognised with respect to the transition countries. However, it was generally agreed that governments have a central role to play in ensuring the provision of education for the world of work, in providing adequate finance for it, in ensuring that other identities within a nation also assume responsibility for such financing, in addressing the issues of standards, access, life-long learning, and, some suggested, for innovation. But it was affirmed that each system must fit into the national and into the particular local context in which it operates. It was asserted that governments have a responsibility to ensure that the labour force can adapt to changing skill demands.

It was thought that appropriate planning and policy-making in this area of human endeavour was very frequently inadequate, and what planning did exist, was often not implemented consistently. However, it was felt that many governments do not have a real interest in adult education. It is therefore the responsibility of relevant parties in this area of education to create a climate of demand for it.
It was also asserted that governments in developed countries have an international role to play in establishing the centrality of effective education for the world of work and its availability around the world.

9. How can adult education for the world of work be co-ordinated effectively among the various ministries within a government that have some responsibility for training and employment (such as ministries of education, vocational education, higher education, employment, rural industries, tourism, etc.) and with NGOs and other organisations that have political clout?

It was recognised that the responsibility for training tends to be fragmented among government ministries. This causes unnecessary duplication, unhealthy rivalry, gaps in the provision of training, and significant variation in standards and access. It was strongly advocated that education for the world of work must be co-ordinated in such a way as to remove the above weaknesses. This co-ordination would also include universities, NGOs and private providers. It was recognised that training is often confined to enterprises, and is not adequate, especially among small business enterprise. However, work includes peasants who do their own fishing, and other similar examples. Thus, the provision of training must be more effectively co-ordinated and far more co-operation among providers needs to be established.

An indication of the critical situation facing training was given by the disclosure that seventy percent of the workforce for the next twenty years are already adults - thus only thirty percent will be able to get new training. Even if enterprise provided for training adequately, there would still be a problem in terms of workers up-dating their skills and keeping abreast with changes in the global market.

10. What financial support needs to be given by governments, and other entities, to formal and non-formal adult and continuing education for the world of work?

There was some degree of sympathy expressed for the plight of governments with respect to finance. Unemployment is a very costly burden. Many countries are finding it difficult to compete on the global market and obtain sufficient finance from exports. However, it was also recognised that available finance can also be seriously affected by corruption, and lack of the political will to endorse the primary need for effective education and training for the world of work. Thus, it was agreed that it is a primary responsibility of governments to prioritise this area of human endeavour as a very significant requirement for funding. It was stressed that this funding must also give full support to the many different rural efforts. Some concern was expressed that fees charged in developing nations for training excluded many potential learners and exacerbated inequalities. This could be contradicting the responsibility of governments to ensure access and equal opportunity to all citizens for adult and continuing technical and vocational education and training.

Social

11 How can adult education contribute to the removing of the disparities of economic return from employment - among countries and within countries - stemming from such factors as sex discrimination, exploitation of the disadvantaged, the internationalising of work, the restructuring of economies, migration, etc.?

The discussion and debate addressed this important issue again and again. It was affirmed that every worker has the same rights and that all persons should have equal opportunities to advance their personal growth. Yet, it was also recognised that the informal sector is neglected and often exploited through low wages. A specific example of this was given in terms of the increasing number of young people in developing countries that are becoming hawkers of products from the developed world. Another example was given in terms of the tendency for enterprise to reduce the work force by half, pay twice as much for the those remaining in employment, and to expect three times as much from each worker. To ameliorate the consequences that the above question implies, it was stressed that we must aim for and emphasise employability, and not just employment as such. Further, it was continually stressed that education for the world of work must engender entrepreneurial competencies in the learner so that personal initiative and personal freedom may be supported and lead to successful enterprise.

In this context the question was asked as to what constitutes "livelihood"? An answer to this question will determine responses to many other questions related to the generation of wealth and its just distribution.

It was also emphasised that specific target groups must be addressed. For example, the question was posed as to how training is provided to a geographically dispersed and culturally diverse population in a cost effective way? An answer to that question is relevant to many areas around the globe.

With respect to the just inclusion of females within the world of work, an interesting perception was given that in many respects it is also men who need liberation. They tend to be under the pressure of expectations of the male role that lock them into a predetermined life-style and set of responsibilities and an excessive orientation to income earning. Changes in these expectations would not only liberate many men who feel uncomfortable on some of these alternative roles, and, consequently, frequently see themselves as failures, but also it would support the development of a more equal opportunity arena for females within the world of work.

12. *How can adult education for the world of work contribute significantly to the social effectiveness, social responsibility, personal actualisation and the empowerment of people within the arena of work?*

It was clearly recognised that change is inevitable so we must all prepare for it. Sometimes we are dragged into change that we do not welcome. These changes not only relate to the world of work, but also to social, cultural and religious changes. In some countries they also stem from the shift from living and working in rural settings to necessary urban environments for employment.

For these changes to be addressed it was recognised that recurrent and life-long education must be fully developed. This is essential to the effective development of democracy. Further, that individuals must acquire the necessary knowledge, skills and attitudes to assume responsibility for their own learning.

It was also generally agreed that all education for the world of work must be sufficiently comprehensive to contribute to the development of the learner as a mature, autonomous and socially responsible person, as well as assisting them to acquire relevant occupationally-specific competencies.

Conclusions

The above should impress upon us the wide spectrum of responsibilities involved, and the need to ensure that all those who are engaged in this area of human endeavour co-ordinate and co-operate in their individual efforts to work together as partners towards achieving the goal of providing for all people effective, efficient and continuing education for the world of work.

III. POSITION PAPER ON THE GALAXY OF ISSUES RELATING TO THEME FIVE

R. Barry Hobart

Introduction

Encompassing the broad sphere of concerns with respect to education for the world of work is a galaxy of issues. These can be best analysed by focusing on five principal entities which are: the learner, the teaching/training provider, the employer, the unions and the government. These five entities constitute *the partners* within this area of human endeavour. Thus, it is a *shared responsibility.* The following is an analysis of the relationship and responsibilities of each of these partners to education for the world of work.

The learner

It is not often that consideration of this area of education starts with the learner. That is unfortunate for it is the nature and needs of the learner, and the competencies that the learner must possess for effective and efficient performance within an occupation, that principally determine the content of the learning programmes and the strategies needed to deliver them.

Learners within adult education programmes designed for the world of work must be thoroughly prepared for them. Much of this preparation occurs within the sphere of general education. Fundamentally, it must:

- Provide for the personal development of the learner,
- Develop self-learning skills,
- Engender generic knowledge, skills and attitudes,
- Assist the learner to make a wise and satisfying career choice through such programmes as career education, and
- Ensure that the early learning experiences are sufficiently self-fulfilling that the person becomes committed to life-long learning.

Education is the process of personal development through the harnessing of cognitive competencies. All learning, whether of a general nature or more specifically focussed on clearly defined tasks (sometimes called training) should lead to a greater realisation of a person's potential. Adult education will fail to meet its objectives if the early learning experiences of a person are not self-fulfilling. This is a major responsibility of general education. An essential outcome of such education is the commitment of a person to life-long learning. Without such a commitment adult education programmes will be offered in vain. Curiosity demonstrates that learning is an intrinsic enjoyment of human beings. Early learning needs to foster and reward that curiosity. To be efficient in doing so, that learning must develop self-learning skills that enable a person to pursue life-long learning.

Life-long learning

The world of work is in a constant state of flux. Technological development is introducing new skills and making others redundant, the high rate of unemployment is demanding new training and retraining, the shift from rural to urban employment requires a change in competencies and lifestyle, migration and the displacement of peoples around the globe require a reorientation of these people to a different sphere of the world of work. All these, and other factors, demand commitment to and provision for life-long learning. In technical and vocational education this is often called "recurrent education". In a holistic concept it is termed "Adult and Continuing Technical and Vocational Education". Whatever the terminology, the goal is essentially the same. The world of work requires that its participants must be given the opportunity for constant personal and vocational development if we are to avoid unnecessary unemployment and the redundancy of workers. But life-long learning requires personal commitment and motivation, which is generated in a person when such learning is personally fulfilling.

All efforts to make adult and continuing technical and vocational education a reality in our societies will fail unless people develop the attitudes and values that encourage them to make the commitments necessary to engage in this area of education. Along with such attitudes must be developed the self-directed learning skills necessary. However, attitude formation is a slow process. Thus, the whole of the preparatory educational process must assume the responsibility to develop such attitudes and the self-learning skills needed. This presents a considerable challenge to general education - especially in the early years. Unfortunately, experience of general education in the early years may be neither satisfying nor rewarding. Also it may be so authoritarian and teacher-centred that it does not develop in the students attitudes of personal commitment to self-directed learning and the skills to fulfil that commitment.

Effective vocational guidance

The means of support for the adult learner is becoming more imperative as the range and choice of jobs increase and the maintaining of relevant occupational skills more demanding. Orientation to the world of work that includes effective vocational guidance, needs to begin at the very early stages of general education and proceed throughout it. But it must also be available within adult education where vocational choice is increasingly part of the whole of a person's career.

This indicates the need for a person to be oriented to the world of work, and prepared for it, well before entering it. Such an orientation is a gradual process and requires much more than the development of specific skills, and the specific knowledge and attitudes that relate to those skills. It requires the development of appropriate attitudes, of expectations that are realistic, of a career choice that is in harmony with the person's potential, personal desires and characteristics, and of self-directed learning skills that enable the person to engage in life-long learning. An important strategy for attaining these ends is that of K-12 career education. This is the education that introduces the child to the world of work, in a gradual way from Kindergarten, and increases that exposure throughout the general schooling years. Programmes of this type of career education need to be implemented the world over.

Employment status

The nature of the learner's employment determines a number of other factors relevant to effective programmes of adult education for the world of work.

If the person is ***unemployed***, then the type of education that the person will be seeking is likely to be that of "employment survival skills". These will probably be basic skills needed for an occupation which has some employment potential attached to it. The person's unemployed situation may allow all-day attendance at intensive courses. On the other hand, availability of the learner to the teaching/training provisions, may be unpredictable because of job seeking requirements and attending interviews. Again, such a person may have minimal background experience or knowledge for the training course and may need bridging courses and remedial courses. If the person is a migrant or displaced person, language help may need to be given, both in terms of needs for learning within the teaching/learning course, and for competence within the targeted occupation. Teaching/learning strategies must be developed and offered that accommodate the differences among these variables.

If the person is ***precariously employed*** , such as a person in casual and, possibly, part-time employment, or a person with imminent redundancy through job restructuring etc., she/he may be less available for regular attendance at a learning course because of the uncertainty of employment. Thus, the teaching/learning strategies that need to be applied in courses for such people have to provide for individual differences and flexible learning strategies. Self-directed learning may well be the most suitable. However, it is likely that such people do not have self-directed learning skills. Modular learning systems and competency-based vocational education may be effective teaching/learning strategies to meet the needs of these learners. But the capacity to develop such systems, and the resources available for such development within specific contexts, are limited.

If the person is within ***secure employment*** she/he may be seeking further learning opportunities in order to upgrade skills with a view to obtaining promotion within his/her present occupation, or in order to develop a different set of knowledge and skills so as to change occupations. Significantly different learning programmes will need to be offered for such persons and be delivered through a variety of different teaching/learning systems to meet the individual needs and differences that characterise them

If the person is ***self-employed,*** she/he will need far more attention with respect to the provision for learning and personal development. By far the majority of people around the world are in self-employed situations or small business enterprises. Further, the informal sector of the economy is a major focus of work activity and casual employment. Emphasis is being placed on the development of entrepreneurial skills and on the market economies that give scope for the application of such skills. Adult education has a major responsibility to attend to the learning needs of this group of people. But the logistics of providing such training are difficult to establish and maintain. Flexibility in the training systems, and the individualising of such systems are essential. The informal sector needs substantive government support for its training needs. There is also the need to assist supervisors in this sector who have responsibilities for training to develop the training skills that will make their efforts effective and efficient.

Career status

Job change is becoming essential for most people and the prospect of working in five or more different occupations in a life time is becoming the norm. This has significant implications for the establishing of satisfying career paths and for the obtaining of sufficient experience within an occupation to be able to move into senior management positions.

The globalization of work, the continual restructuring of economies, the greater mobility of workers, the urbanisation of societies, and other such factors, also impact upon career prospects. These make recurrent education for the world of work, and life-long learning, essential. Yet, the curriculum content and teaching/learning systems essential for this area of education, in many parts of the world, are not well developed.

Personal issues

The following points suggest the many personal issues that impact on the adult's ability to learn, and on their availability to teaching/learning programmes that may be provided for them.

The ***social responsibilities*** of people engaged in adult learning vary considerably. Some will be deeply engaged in socio-political activities, and in leadership roles within the community. Such responsibilities will limit their availability for teaching/learning programmes. Thus, strategies for self-directed learning and flexibility within the programmes are essential for such learners.

Obviously the ***family responsibilities*** among adult learners also vary considerably. But they are important determinants of the time and attention that a learner can give to a learning programme. If adult and continuing technical and vocational education is to be a reality, then teaching/learning programmes that are sufficiently flexible to accommodate these differences must be developed and offered.

The ***time needed*** for learners to achieve success in learning programmes also varies significantly. Unfortunately, teaching/learning programmes, the world over, tend to be time-based. That is, they require a prescribed amount of time, whether it is needed or not, or whether it is sufficient or not. Competency-based programmes focus on the demonstration of prescribed competencies through measurable objectives, to a certain standard and in nominated conditions. Within certain limits, the time needed to develop these competencies is not prescribed, for it is appreciated that learners will require different amounts of time to attain the competencies, and will have varying amounts of time available to them for attention to the learning programme. Thus, competency-based programmes may be a valuable means of accommodating the wide range of individual differences, especially in terms of time requirements, in learners.

Although technological developments have resulted in learning programmes being more available to potential learners, this issues of ***availability to the learning programme*** must be carefully attended to when designing and implementing teaching/learning strategies. There are many potentially competent learners in more remote geographical areas that limit their availability to teaching/learning programmes. Learners in rural areas, in island areas, and frequently in non-urban areas, may not be close enough to draw on available teaching/learning programmes.

Distance education has become a valuable means of meeting the needs of such learners. Indeed, this strategy may be also a valuable means of meeting the needs of persons close to teaching/learning facilities, but whose potential to draw on such facilities are limited by work or other commitments. Investment in the research and development needed for effective distance learning programmes could be thoroughly recommended.

It would appear from relevant research that excessive emphasis has been placed on ***academic competence*** as the most significant variable determining success in learning. Research has shown that motivation to learn, and time for learning, are equally important. Thus, teaching/learning programmes should be as flexible as is realistically possible in terms of time demands. They also need to provide for a sense of achievement by the learners through continuous feedback, and for a perception by the learners of the relevance of their learning to their motivations and felt needs.

The traditional perceptions of appropriate roles for ***females in the world of work***, and, consequently, of appropriate teaching/learning programmes in technical and vocational education for females, are being vigorously challenged, the world over, and are gradually changing. The content of learning programmes, the strategies for delivery of such programmes, and the teaching/training personnel involved, all need to be brought into scrutiny by this challenge, and appropriately changed.

With the globalization of the workplace, ***cultural realities*** among the workers need to be accommodated in ways that minimise hostility and conflict and that encourage appreciation and respect for cultural differences. This respect for cultural differences must also characterise the teaching/learning programmes. The increasing mobility of workers in the world today requires adult and continuing technical and vocational education to assume a high degree of responsibility for engendering appreciation of and respect for the different cultures among its learners.

Economic, political and social factors are causing increasing ***migration of workers*** around the world. The flow-on of this phenomenon to adult and continuing technical and vocational education is considerable. Language programmes must be offered. Programmes leading to the understanding of the culture and customs of a particular community, need to be available to migrants. The need to measure prior learning and experiences and to accredit them, is increasing. Bridging courses, and skill-upgrading courses need to be developed in order that communities gain a maximum of benefit from migration and that migrants are able to prosper in their new environments.

The physically handicapped, the elderly, the infirm, the mentally retarded, people that are ***disadvantaged*** with respect to learning, must command our attention. Sensitivity to the particular needs of these people, rather than the neglect of them, is increasing in most societies. As we make progress in this area of human concern, adult and continuing technical and vocational education must develop teaching/learning programmes and strategies that enable such potential learners to broaden and deepen their aspirations and achievements within their social and economic contexts.

The tragedy of human conflict has always lead to ***the displacement of people*** from the security of their social and physical environments. This tragedy has not decreased in the latter half of this century. Thus, the significant needs that such persons have for the education and training that allows them to be socially, economically and politically effective in their new environments, will not decrease. Further, the learning programmes that support such people need to include provisions for psychological support to enable them to adjust as effectively as possible to their changed, and often, tragic conditions.

In a significant number of work environments, the potential of some workers to progress in their work contexts is inhibited by their being locked into a ***low social status***. The slow but perceptible change in this reality demands that adult and continuing education for the world of work develop programmes that allow such people to realise a greater part of their potential than hitherto.

The teaching/training providers

This focal point embraces formal technical and vocational education institutions, private technical and vocational education providers, training units within government and non-government organisations, community education centres, and supervisors and others who must assume some training responsibilities as a part of their occupational profile. The success of teaching/learning activities is highly dependent upon the effectiveness of teachers and trainers. Thus, there is a great need for the provision of effective teacher training and trainer-training programmes. For those whose primary occupational responsibilities are not training, but who, nevertheless, have some involvement in training, programmes to assist them with these training responsibilities need to be delivered through strategies that accommodate the other demands and commitments that such people have. Competency-based vocational teacher education and trainer-training delivered through a modular system offers potential in this area.

Technical and vocational education institutions

There is a universal need to lift the status of these institutions within the educational arena. This is directly dependent upon the status and value of technical and vocational education itself being lifted within societies as a whole. A significant factor in achieving this goal is to establish a much closer articulation between technical and vocational education and university education than exists in most countries at present. Coupled with this is the need to establish better economic rewards for undertaking technical and vocational education programmes. Again, the teaching personnel within these institutions need to be well qualified and have had significant and relevant work experience. Also, they need to keep their knowledge and skills up to date by periods of further learning and experience within the world of work. Many technical and vocational education institutions suffer from insufficient resources to purchase the complex and expensive equipment needed for their workshops and laboratories. Thus, a close liaison with employing institutions in the work of work needs to be established so that effective on-the-job experience programmes for students may be worked out co-operatively between the education institution and the employing enterprise.

Industry training institutions

A closer partnership between industry training endeavours and formal technical and vocational education institutions needs to be established. This would allow trainers within industry to draw upon the pedagogical knowledge and experience of technical and vocational education teachers. At the same time formal technical and vocational education institutions may draw upon the machinery and equipment within the enterprise organisations as appropriate. Also it would allow the co-ordination of on-the-job experience programmes for technical and vocational education students. The training personnel within industry frequently lack sufficient pedagogical knowledge and experience for designing and applying the essential principles of effective and stimulating teaching/learning programmes. Thus, the need for better trainer-training programmes in most countries is patent.

Community education institutions

These institutions, where they exist, are an essential part of effective adult education. They need to be extensively developed as a means of supporting the adjustment of new-comers into a community. These people include migrants and displaced persons and their families, as well as rural groups shifting into an urban community. The programmes these institutions offer can be extensive, and the delivery of them can often be more flexible than that of the programmes in formal educational institutions. Frequently the teaching/training personnel within these institutions are part-time, possibly unpaid volunteers. Thus, they need assistance in developing effective pedagogical skills if they are to fulfil their mandates effectively.

Private education/training providers

These providers have a valuable role to play. However, they need sufficient supervision by the appropriate authorities to ensure that their standards meet the needs of the employing world. Again, it is essential that the teaching/training personnel within them are adequately trained in both the necessary pedagogical knowledge and skills, and in the occupational skills relevant to the teaching/training programmes offered.

Articulation of general education with technical and vocational education

The constant change in the knowledge and skills required for a particular occupation, and the need for frequent changes in employment, make it imperative that a person has the basis for developing further knowledge and skills as quickly and effectively as possible. This requires a sufficient knowledge base for developing an understanding of other related areas of knowledge, that is, "generic knowledge" which includes, among other things, basic scientific, mathematics, and technological principles. This makes articulation between general education and technical and vocational education of utmost importance. However, the challenge to the training and education world is to present this knowledge with relevance in order to motivate the learner to absorb and retain it and to maximise its transferability.

With the phenomenon of job change and the restructuring of economies, a greater emphasis is being placed on the need for generic knowledge, skills and attitudes that are essential to the transfer of learning and that must be developed in the general education process. Again, as mentioned above, orientation to the world of work through career education programmes needs to be established within the general education context. Many countries have seen the need to develop vocational education programmes within the general education arena in order to equip people more effectively for the world of work. These developments require a close articulation between general education and technical and vocational education.

Articulation of technical and vocational education with higher education

For genuine career paths to be established, and for the developing to a maximum of the potential of individuals, higher education around the world must become more open in its recognition of prior learning and in its accrediting of learning gained from programmes offered in other institutions that are not part of the higher education arena. This presents the challenge of developing instruments for the valid and reliable assessment of experiential learning. The resistance of higher education in many countries to this greater degree of articulation with other educational institutions stems frequently from tradition, conservatism and the desire to preserve status, rather than from genuine educational concerns. That resistance needs to be removed if genuine life-long learning is to be established around the world.

Small business enterprise supervisors/employers

The informal sector is a very significant employing sector within most economies. Consequently, it must be supported by both governments and the educational entities within a country. The educational programmes developed for this sector must be characterised by relevance to the sector and must be offered through teaching/learning strategies that accommodate the problems and difficulties encountered by potential learners within it. Flexibility and self-paced learning should characterise these programmes.

Flexible learning systems

If we are to apply credit for prior learning; if we are to allow for open entry and increased access to learning; if we are to encourage life-long learning and recurrent education; if we are to support a career path that is supported by both horizontal and vertical occupational development and change; then the curricula needs to be modular in such a way as to allow recurrent entrance to and exit from the learning process. This principle can only be variously applied to curricula in the light of the essential requirement to preserve the logic of areas of inter-related learning. However, it could be applied much more extensively than it is at present. The time and energy needed to restructure curricula in this way are often lacking; and also the skills to do so.

Distance education

Although the word "distance" is used, in essence this is a strategy of learning that is not really determined by geographical location. Persons may learn through distance education even though they live across the road from the educational institution in which they are enrolled. They may choose to do this because their work or life commitments prevent them from attending a regular class within the educational institution. They may have to travel extensively for their job. The class times scheduled for a particular subject may be prohibitive because of their own personal or occupational commitments. For many reasons a person may need to study by distance education - especially in the area of continuing education.

Distance education needs the fullest co-operation of teaching/learning institutions. Not all such institutions, by any means, can offer distance education programmes. They are costly to develop, and require considerable skills in both their development, application, and administration. Therefore, institutions that do not offer distance education must be willing to credit the learning undertaken by students through the distance education mode if students are to be motivated to use this strategy of learning, and, in so doing, further their careers.

Open learning institutions are developing around the world. They have considerable potential; but only if their work is recognised and credited by other teaching institutions. For this to occur, the distance education institution must present programmes of the highest standards and demonstrate clearly that they apply rigorous and reliable evaluation procedures.

We should not re-invent the wheel in distance education. There is much material around the world that is valuable. Many institutions have considerable experience in this area. Much expertise and many resources are available. However, we must also be very careful to adapt existing resources and strategies to the particular context in which they are to be applied. Nothing is more frustrating and destructive to distance education than the use of programmes that do not fit the particular situation in which they are being applied. Examples used in the material may be irrelevant to a particular situation. This can be true even within the boundaries of a particular country. The learner in a rural context will need different examples from those relevant to an urban context. Assignments and projects need to be realistic within a particular situation. The resources for undertaking such projects must be available to the learner.

Competency-based education

This is a means of education and training that places emphasis on measurable outcomes and allows for considerable flexibility in the methods used to attain those outcomes. It stresses the need for mastery, and the public disclosure of the intended outcomes, before the student engages in the learning process. While this method of learning for the development of vocational competencies is by no means the panacea to all human ills in the area of learning, it does have great potential, if used well, for promoting self-directed learning and providing for such learning from a distance. Around the world, competency-based education is coming to the fore. It can be a valuable tool for distance education and provide for an extensive use of technology and local resources. It is far less teacher-dependent than many other systems of learning. In this respect, it encourages the development of self learning and study skills. The two main criticisms that have been made of this system of learning are: first, that the teacher does not feel comfortable with the new role of a resource person, and secondly, that it is too behaviourist and does not provide for the holistic development of a person. The first problem is of little consequence if we move away in teacher preparation from the traditional model of a teacher - the authoritarian provider of information. The second criticism need not be a reality, but it must be thoroughly taken into account. It seems to be true that the whole is more than the sum of its parts. All teaching/learning needs to take that into account. The Humanist School of psychology, stemming from the work of Carl Rogers and Abraham Maslow, places considerable emphasis on this point. So also does adult education in the writings of such authorities as Malcolm Knowles.

Educational use of the media

The potential of the media for education and human development is enormous. Tragically, it is often used to incite hatred, play on prejudice, and propagate inaccuracies or deceptions. It tends to be dominated by the need for sensational presentations; and it is not hard to understand why. However, it has considerable potential for use in informal education. It can assist in the learning of a language; in demonstrating skills; in bringing the whole world into a small arena. With satellite television, the potential of the media for supporting the development of the world of work is of primary significance. But the media must be encouraged, in one way or another, to undertake this responsibility with full commitment. In order to support true human freedom, one must resist coercion by politics and governments with respect to the media. On the other hand, the developed world clearly indicates that much more should be done to assume the responsibility for the positive and constructive development of human understanding and thinking, whether this relates to the world of work, or to more general social and personal development. The great advantage of television is that it is one of our modern technologies that is available to many people, in developing and developed countries.

Radio has also considerable potential for the undertaking of informal education. Especially is this so in such areas as foreign language development, and the imparting of information that does not require visual support. It also has the advantage of being available to a large majority of the world's population.

The employer

It would seem unnecessary to emphasise the role of the employer in helping to meet the need for effective adult and continuing education for the world of work. Yet, in many parts of the world there is a traditional concept that such education is the responsibility of educational institutions, and of the government. However, it is being increasingly realised that such a narrow concept of those responsible for this area of education does not meet its needs. The employer has a very significant part to play. After all it is the world of work that determines the competencies and standards needed to perform effectively within employment. Such competencies consist of the knowledge, skills and attitudes. Employers must be encouraged to provide effective work experience for learners within educational institutions if that learning is to be relevant. Also, employers need to be encouraged to provide on-going work experience for technical and vocational education teachers and trainers in order to keep their knowledge and skills up-to-date. They need to invest significant resources in education and training in order to maintain a highly skilled and competent work. They need to co-operate with governments so as to support national plans for economic development, one component of which is a well educated work force. They must co-operate with unions in order to ensure that the social and economic principles espoused by the nation are implemented. They must support, to the extent possible, their employees in their pursuit of further knowledge and skills for their personal fulfilment and for their securement of satisfying employment. Thus, the employing world is a primary partner in the endeavour to deliver effective and efficient adult and continuing technical and vocational education.

Multi-national enterprises

These enterprises are frequently large-scale employers. Increasingly they are producers of various parts of a product that is assembled and sold on the international market. Thus, they are trading on a highly competitive market. They, therefore, require high standards of performance by their employees and an efficiency that gives high productivity. As a consequence, the training they require for their employees must be thorough and of a high standard. This must be available to the local population so that such enterprises can make a maximum contribution to employment. This vocational training must also support satisfying career paths for the local people. It is unfortunate when people who assume senior positions within the enterprise must be "imported". Multi-national enterprises can support local technical and vocational education institutions and learning programmes, so that they develop the sophisticated knowledge and skills required for assuming the roles of senior management positions. They can offer excellent in-house training that, through negotiation, could be used to up-grade the knowledge and skills of the teaching and training personnel in the local technical and vocational education institutions. They may also be the repositories of expensive and sophisticated equipment that is not available to the local productive process. Again, through negotiation, adult and continuing technical and vocational education needs to target such sources for use in its own programmes.

Large-scale employers

The partnership needed between technical and vocational education institutions and government and non-government enterprise is being pursued more vigorously around the world. This partnership is especially important with large-scale employers where places for technical and vocational education students to gain work experience may be more readily available than in small-scale enterprises, and where that work experience may be more diverse. For such partnerships to be established, technical and vocational education institutions need to include personnel from the world of work in as many of their activities as possible. Such activities will include curriculum development, evaluation programmes, and possibly the governing board of the institution itself.

Small-scale employers

These are still the main sources of employment around the world. Thus, education for employment within such enterprises is of the utmost importance. The programmes of learning that suit the personnel within these enterprises must be flexible both in terms of availability and in terms of modes of delivery. This area of enterprise is frequently found in the non-formal sector of the economy. It needs to be supported by governments. In some countries, these employers are able to draw on the training programmes of the large-scale employers. This can be helpful in terms of extending the availability of learning programmes for the world of work.

Self-employment

Considerable emphasis is being placed on entrepreneurial skills and the need to develop these, in programmes of education for the world of work, today. This is particularly so in the programmes of the developing world. However, for such an emphasis to be realistic, appropriate education must be offered. With nations around the world adopting market economy strategies, there is considerable need to offer effective continuous education courses in entrepreneurial skills and small business management. I believe that this is a very significant area of responsibility for adult education to address in the light of such an emphasis being developed, not only in the developing world, but also within the economies in transition.

Rural employment

In many contexts, rural industries are subject to the application of traditional farming methods. However, these methods are being shown to be inadequate in terms of the considerable increase in demand for rural products as a result of the sharply rising world population. Further, scientific processes have significant potential for application to the rural economy. Continuing adult education has, therefore, a significant responsibility to address the particular needs and contexts of rural education. Its modes of delivery must be tailored to the conditions that operate in the varying contexts of rural industry. The type of education that will meet the needs of this area of human endeavour will vary greatly around the world. Flexible delivery systems, such as distance education, will need to be employed.

The unions

Unions have traditionally been concerned for the well-being of their members. As part of this concern they have recognised the primary place of initial and continuing technical and vocational education for the world of work. However, in some parts of the world, elements of the role of unions have been assumed by governments and the society as a whole. This has, in some cases, tended to make them appear redundant. In other parts of the world their existence has appeared to threaten the power of the ruling body. Thus, their presence has either not been permitted within the work-place, or their leadership has been significantly inhibited in their efforts to fulfil their goals. However, they are an essential partner in fulfilling the economic and social responsibility of providing effective and efficient education for the world of work. Thus, their role in this sphere must be recognised and strengthened The following are elements of the role of unions that are pivotal to their fulfilling this role.

Their national status

Unions need to be involved in formulating national policies relating to education for the world of work. They need to be included as partners with management and governments in ensuring that effective continuing education is available to employees. They need to be acknowledged as the means of empowering employees in their efforts to obtain effective and efficient initial and continuing technical and vocational education and industry training. The pursuit of effective education for the world of work must be one of their primary goals. Their role in this sphere needs to be acknowledged by the nation as a whole, and by governments and enterprise in particular.

Their political freedom

Unions must have the autonomy and freedom to pursue their legitimate goals, especially in the area of education for the world of work. However, for them to be effective, they must themselves empower their membership as a whole, and not just a small cadre of leaders. They are a principal broker between the whole of their membership, enterprise and the government. It is patent that the world of work is strengthened by effective and efficient unions that have a genuine commitment to the well-being of their members; but further, to the well-being of the society as a whole, of the economy, and of the nation. This concern must include a primary concern for and engagement in effective and efficient education for the world of work.

The process of collectivisation and unionism

The individual, as a whole, tends to be powerless in a society. The process of collectivisation seems to be essential for most individuals to feel that they have a genuine contribution to make in the decision-making of a nation. Collectivisation results in not only unions but many other social units having a greater influence on the decision-making and planning of the nation. This process of collectivisation needs to be facilitated by the unions themselves through the implementation of effective strategies designed to assist such collectivisation. These processes cannot be arbitrary but need to be worked out in a democratic way with both members and potential members, taking into account the progress and welfare of the nation as a whole. Fundamental to the success of collectivisation with respect to unions, is the perception of potential members that unions have a valuable part to play in enriching and rewarding their working lives. A vigorous commitment of unions to the responsibility of providing for effective education for the world of work for all citizens, whether members or not, will considerably enhance the status of unions within the society as a whole. This can only result if they are more effectively engaged in the decision-making of the nation.

Unions and the mobility of the labour force

Many factors, including the development of a global market, have contributed significantly to the mobility of the labour force. This has important ramifications on the support by membership of unions. It has also resulted in unions having a more global concern for the well-being of employees who are in particular roles that are significantly related to the world markets. The responsibility of unions must, therefore, include engagement in the processes in various countries of recognising and crediting training and experience gained by workers in countries other than the one in which employment is being sought. This recognition of qualifications gained from educational institutions in 'foreign' countries is vital to the support of an appropriate global mobility of the labour force. The serious consequences that migrants and displaced persons experience as a consequence of their prior learning and experience not being recognised or credited must be minimised to the extent possible. This is an important issue in many countries, and it needs to be addressed by all the partners of education for the world of work, including unions.

The role of unions in change

Unions have a great potential to assist the world of work to respond positively to change. While it is imperative for them to analyse critically impending change to ensure that change is, as much as possible, constructive and beneficial. This appropriate concern must not cause them to be seen as barriers to change. Change has its most positive impact if it is supported by an understanding and positive expectation of it by those who are being affected. With the speed of change that is occurring within the world of work around the world, education has a vital role to play in ensuring that the most productive adjustments are made to it. Unions need to focus their educational role in terms of supporting this productive outcomes of change and buffering those elements of change that are perceived by a significant majority as being harmful, especially to minority groups and to the preservation of culture, the environment and of the perceived worth of individuals within their society. It is patent that all entities associated with changes in the world of work need to harmonise their resources to ensure positive adjustments to and productive outcomes from change. Unions have a fundamental responsibility in this area.

The relationship between unions and management

Worker participation in management is becoming an increasing reality. Co-operatives, in one form or another, are developing. Strategies such as Quality Circles, Performance Appraisal, etc. are spreading throughout the management world. Thus the role of unions in management is becoming more significant. For this to be a constructive and healthy development, unions must provide education for union leaders that gives that leadership the competencies necessary to participate effectively and efficiently in the management processes of both governmental and non-governmental organisations. This education must be recurrent so that its contribution to management reflects the most contemporary know-how, management strategies, innovative ideas and technological innovations relating to the management arena. Enterprise will not accept the role of unions in management unless it is persuaded that unions can make enlightened and constructive contributions to management. They will only be able to do this if they provide the best on-going relevant education for the leadership.

The relationship between unions and the government

While there are some situations in which unions and governments seem to be antagonistic to each other, it has been shown, the world over, that a close co-operation between these social partners, and respect for each others' roles and responsibilities, will tend to produce the most positive work climate within the productive world. The reality of power is manifested in control. Thus, it is the aim of each of these two entities to manifest as much control as possible. However, one needs scarcely to register the fact that an excessive pursuit of control, of power, by either of these two entities is destructive. A co-operative relation between them is much more constructive and productive of healthy outcomes from their exercise of power. Within the arena of education for the world of work, unions need to assist and support the governments to formulate short and long-term plans for education for this area of education and to co-operate with the government in their implementation. Such plans will be limited in their effect if they do not have the acceptance and support of unions. Again, governments are more likely to provide the resources necessary for such plans to be implemented if they are confident that they have the support of unions.

The government

Without questions, governments are an essential partner in the national responsibilities for providing an effective and efficient system of education for the world of work. This includes both preparation for the world of work, and maintaining the efficiency of workers within it. Thus, technical and vocational education is included, as well as adult and continuing technical and vocational education, and relevant and effective education for the non-formal sector. Further, the responsibilities of pre-vocational education as a vital component of effective education for the world of work is also within its orbit. It must assume a leadership role in this area of social responsibility. It must encourage and support the initiatives of other members of this partnership. It must ensure that all members of the partnership play an active and constructive role. It is the partner that has a primary role of ensuring that efforts within this area of human endeavour are co-ordinated, and that resources are not wasted by unnecessary duplication. It is able to reward human effort in this sphere in a way that encourages participation and initiative by the other partners. It is able to initiate national planning that attends to the disadvantaged, to those with minimal power and thrust in the society, as well as to the design of and commitment to long-term plans for educational development within the nation. The following are some aspects of this responsibility.

Financial support

While it is undeniable that governments have a primary responsibility for financing education for the world of work, it has been shown that financial support from the private sector can also enhance significantly the availability and quality of such education. As in many other areas of social responsibility, governments need to support those areas of education that may well be neglected by the society as a whole. These include appropriate education for the disadvantaged and those with minimal clout in the political arena. Governments also have the primary responsibility of initiating and financing long-term planning. Much of education fall in this sphere. Governments also have the responsibility of financing areas of human endeavour that are difficult to attach to any realistic analysis of cost-benefits, yet are seen to be important components of life. While education for the world of work may be more realistically subjected to cost-benefit analyses, such analyses are still of dubious validity and reliability. Thus, governments must give that financial support to occupational education that results in all members of the society developing and maintaining competencies that reflect their potential for productive and satisfying engagement in work.

National status for technical and vocational education

It is universally recognised today that the status of technical and vocational education within our societies must be lifted if we are to attain the goals of full-employment, and maximum and competitive productivity. University education must no longer command such a status as to bias the wage reward structures within the economy. It is imperative that the distribution of the generated wealth of the economy encourages participation in the wide spectrum of education for the world of work, and not just in the narrow sphere of 'higher-order' professions. Education for the world of work will not achieve its national goals until technical and vocational education is given the status it needs to attract a sufficient clientele to meet the human resource needs of the nation.

Locus of control of technical and vocational education within government

A factor that inhibits governments from giving the co-ordinated support to education for the world of work that is needed is the division of responsibility among various ministries and departments for this area of education within a government. Frequently, a number of ministries hold some responsibility in this area. The ministries of education, ministry for employment, the ministry for labour and industry, the ministry for youth affairs, possibly ministries for rural development, even ministries responsible for prisons and the incarcerated; all these may be responsible for elements of education for the world of work. The strategies among these various identities for fulfilling their responsibilities for education and training for work must be co-ordinated if a maximum productivity of education expenditures is to be achieved.

Legislative framework to support education and training for the world of work
There is a healthy development occurring around the world. That is, governments are setting up commissions to recommend the legislative structure needed to support effectively and efficiently all areas of education for the world of work, and to ensure that the various areas of support are co-ordinated. Long-term planning is essential, and it is imperative that such planning is supported by the legislative framework needed to implement it. Governments have the primary role to play in this area of responsibility. This may include all areas of government - national, state, regional, local - depending upon the constitution of the nation. If there are different levels of government involved, it is imperative that these different levels work together to ensure that co-operation and mutual support characterise their individual efforts.

Parameters of education for the world of work

In order to achieve greater economic and social success in the twenty-first century the primary recommendation affirmed is: that adult and continuing education for the world of work be open to all individuals, and that, to the extent possible, they be supported and encouraged to engage in it. This education should enable enterprise to engage in the global economy without the exploitation of human and material resources, especially in developing countries.

To ensure that this affirmation results in the progress in human development that is envisaged by it, it is proposed that the following aspects of education for the world of work be implemented:

- ***Comprehensive career guidance*** be provided, as much as is reasonable and possible, to citizens as a life-long support for effective work-related decision making.
- ***General education*** assume a responsibility for an effective orientation to the world of work and for the development of generic concepts and attitudes that are essential to the transferability of knowledge, attitudes and skills in the learning of occupational-specific competencies.
- ***Context-relevant research*** that supports the application of science and technology to the world of work be supported by both government and industry. Such research must also address the multifarious issues of environmental protection.
- Education for the world of work engender in its learners attitudes of responsibility for the ***environment and cultural heritage***, and the commitment to practices that support this area of human responsibility.
- ***Irrelevant barriers*** to the access of all levels of education that are based on discriminatory factors such as, sex, race, creed, class, etc. or on spurious measures of academic ability and potential, be removed in order to support the development of the full potential of the individual and to allow, to the extent possible, for a seamless career path.
- Those who have withdrawn from the world of work for prolonged periods of time to fulfil other responsibilities, such as ***parenting***, be provided, to the extent possible, the adult education that enables them to re-engage in work without penalty.
- Competencies be developed that are necessary to support effective ***entrepreneurial initiatives***, in whatever context or arena. These may also include competencies in supervision and management for appropriate people to assume leadership roles in social partner organisations and NGOs.
- ***Articulation among educational institutions*** should facilitate the recognising and crediting of relevant learning and experience from all strands of education. Such articulation needs also to address the issues that support an increased international recognition of a person's learning and experience.
- The ***informal economy*** must be provided for through the application of strategies that enable that sector to engage in such education.
- Teaching/learning strategies be implemented that are ***student-centred*** and appropriate to the particular circumstances of the learner.

- ***Curricula*** for education for the world of work must be continually developed and revised in order to ensure relevance and life-long occupational opportunities and ***employability***.
- Selection procedures for ***teachers and trainers*** within the world of work be improved and that these professionals be given thorough and continuing professional development in order to fulfil their responsibilities to the highest standards.
- ***NGOs*** be given full support by governments and industry to assume increasing responsibility in adult and continuing professional education
- ***Policies*** must be developed by decision-making authorities and legislation implemented by governments at all levels that support life-long adult and continuing education for the world of work.
- Authorities, including governments and ministries at the various levels within a nation, ***co-ordinate their responsibilities*** for education for the world of work.
- Every effort should be made by all relevant parties, such as NGOs, enterprise, governments, etc. to work towards the ***adequate financing*** of adult and continuing education for the world of work.
- All relevant entities should aim for a ***fair and just distribution of wealth*** within the world of work, without inhibiting individual initiative and personal freedom.
- All education for the world of work must be sufficiently comprehensive to contribute to the development of the learner as a mature, autonomous and socially responsible person; in addition to its primary responsibility of developing occupationally-specific competencies.

Conclusions

Much more could be said about these five different entities involved in this universally accepted responsibility of adult education for the world of work. Enough, however, has been said in this paper to impress upon us the wide spectrum of responsibilities involved, and the need to ensure that all those who are engaged in this area of human endeavour co-ordinate and co-operate in their individual efforts to work together as partners towards achieving the goal of providing for all people effective, efficient and continuing education for the world of work.

PARTICIPANTS' PRESENTATIONS TO THEME FIVE

SESSION 1: CHANGES IN THE WORLD OF WORK THAT IMPACT ON ADULT EDUCATION AND TRAINING

ICFTU: What Are The Most Significant Changes In The World Of Work?

Renate Peltzer

The ICFTU is a confederation of national trade union centres. It has now 196 affiliated organisations in 136 countries on all five continents, with a membership of 124 million. 43 million of them are women. As an international movement advocating social justice, equality and human dignity, it continues the traditional work of trade unions for decent pay and conditions for men and women at their place of work and for improved social welfare, for example through education, health care and social security.

Today, unions at national level are seeing much of what they have achieved being undermined by global financial and industrial decisions. The world of work is changing dramatically. Competition is global and intensifying, bringing a new level of insecurity to developed nations and increased poverty to much of the developing world. Over one-fifth of the world's population survive in conditions of abject poverty and more than 700 million working men and women are not productively employed. Social inequality within and between nations is increasing and is a root cause of the numerous conflicts that threaten to sweep away restored or newly-won democratic rights and the fragile foundations of international co-operation against unemployment and poverty. It must not be forgotten that there are still oppressive dictatorial and authoritarian regimes.

Training and retraining, employee empowerment, high-performance work organisation - does this prevent downsizing the work force, out-sourcing services, contracting jobs? Behind these buzzwords - which in fact are euphemisms - lie major challenges for workers and their trade unions almost everywhere on this globe, as they seek to adapt to global and domestic competition, international trade, unrestrained financial markets, rapid technological change - often summed up under the notion "Globalization". Workers must be able to keep up with developments - developments that affect their and their families' very existence. Structural adjustment measures like privatisation have made the working population bear the brunt of the severe cuts in public spending. The World Bank and the governments that called the Bank into their countries have meanwhile been learning that without putting the people in the centre of economic attention and without involving the unions, their policies are doomed to fail.

The World Bank's 1997 Report which deals with "The State in a Changing World" shows a change of heart. It accepts that the state has a role in market-led development by providing the right environment of rules, institutions and core services. The proponents of the global free market, however, seem far removed from the reality of ordinary life. Their successes and profits have not brought down the high unemployment figures. An over-riding new indicator for a seemingly successful economy is what is called the shareholder value. So far, the chances which are supposedly inherent in globalization are not very obvious for the working men and women and have benefited rather the happy few than the general public.

In order to be competitive, business seeks to produce goods and services at the lowest possible cost level. Workers are seen as part of the cost, not as part of the gain. So what do the changes in the world of work due to the economic environment mean for the working people and trade unions and finally for the economy? Plants are closed thus increasing the number of unemployed, especially women. Plants relocate - another buzzword - and create usually much fewer jobs than they destroy. In some developing countries foreign companies or their local contractors pay less than the minimum wage or even exploit child labour. In downsized companies the remaining personnel faces increased responsibilities and increased demands on their flexibility.

New job patterns based on the flexible use of the work force by employers have been increasing. This means that those with such temporary work, contract work, home work are being put in a very insecure situation, particularly so when the employer contracts work like a commercial service. This development has significance for how labour laws are being by-passed, labour laws which oblige the employer to pay wages and salaries, social security, etc.

It entails further a most incisive rupture of an internationally acquired understanding of social justice. Most labour legislation and regulations are based on the concept of a relationship between workers and employers. The employment relationship in many countries is treated as a special kind of contract. The justification for a special contract - and indeed the justification for most of the labour legislation - is the fact that from the outset the power relationship between workers and employers is unequal. Labour laws recognise that human labour is not a commodity and that market forces alone will not be able to take all interests of society into account. The protection of workers who do not enjoy a regular employment relationship has been discussed at this year's International Labour Conference and should become subject of a new labour convention.

Governments naturally wish to keep their countries' economy competitive and attractive for investment. There are today few governments that are not under budgetary constraints. Fighting inflation or bound by debt servicing they follow the low cost philosophy cutting expenditure for social security, education, etc. In this process of deregulation - another term that hides the reality - even rights of workers and unions which are fundamental for industrial democracy, are not spared from being attacked: the right to freedom of association, i.e. to form and join unions, and to collective bargaining.

This year's annual report by the ICFTU on violations of trade union rights records many victims of police force during strikes and peaceful demonstrations, while tens of thousands of workers lost their job because of their union activities. Harassment, intimidation and, yes, threats of assassination have increased over the last year. The report also highlights that the economic boom which was to follow the so-called liberalisation of the labour market and which little by little is to benefit all, did not take place.

Countries which are exceptions to this state of affairs usually have achieved national consensus for joint actions by government, employers and unions. Sound industrial relations and well-functioning tripartite systems for consultation are the best method for:

- ensuring that the labour market responds smoothly and efficiently to change with the least social dislocation;
- achieving steady growth and competitiveness; and
- making tough choices about the distribution of scarce resources without destabilising government budgets and within the restraints of global competitive pressures.

The modernization of the economy, the state and the society needs partnership among all actors. Independent and democratic union involvement is infinitely more productive and profitable than an anti-union, conflict-based approach. We need partnership at the national level and we need it at the international level. But we also need a partnership at the workplace. The global market needs a global political frame, including international standards on labour relations and conditions of work. A broad basis for that exists in the form of international conventions and pacts, which in recent years have been re-confirmed through a number of international conferences in the framework of the United Nations. The World Summit for Social Development particularly set measures against the acute social ills of today - poverty, declining standards of education, and it set measures for human security in its largest sense.

UNESCO has contributed to this search for a change in the political agenda through its Conference in Jomtien and various reports like the World Education Report and the Report of the International Delors Commission on Education for the 21st Century. What is needed now is the political will to act.

Education and training as such do not create jobs. But they give the individual a greater potential, equal chances and work opportunities, in addition to personal satisfaction. They render the working men and women capable of participating in the decisions affecting their work, their lives and livelihoods. They render the working people qualified for work and qualified for industrial democracy. Education will prove itself in times of insecurity when discrimination and animosity spread easily and hit women and migrant workers hardest. Awareness of the international dimensions of the world of work should become a component of training and qualification. This is today particularly relevant.

The ICFTU affiliates in developing and developed countries demand the inclusion of basic labour standards into international trade agreements which is often denounced as protectionism. Our affiliates believe that every worker and every child anywhere have the same rights. They also believe that when their rights are respected, they are best equipped for being at the height of technological and structural developments. It is no coincidence that the countries whose economies are relatively successful are all countries which have chosen to invest in education and training, including continuing education.

The International Confederation of Free Trade Unions (ICFTU) Priorities

A right

- All individuals have the right to expect an education on the basis of the international Bill of Human Rights, to enable them to secure a better life for themselves and their families.
- Society has the right to expect that its citizens will be prepared to develop themselves throughout life, and contribute to social and economic development.
- Every employer has the right to expect that its employees will be of the highest standard possible and will help to ensure that the enterprise is competitive

A shared responsibility

- The state has a responsibility to provide compulsory universal basic education for all citizens, including adults, and must also ensure that there is a appropriate training for those who provide it.
- The state should ratify and implement the International Labour Organisation's Conventions 140 (1974) on Paid Education Leave and 142 (1975) on Human Resources Development.
- Employers have a responsibility to allow their workers time off for adult education.
- The state and the education users have a joint responsibility to monitor the standards of commercial adult education.
- Trade unions are ready to share responsibility in devising and implementing education measures.

A tool

- Vocational training through adult education helps create competitive industries.
- It must include basic skills in literacy and numeracy, and, on a more advanced level, a basic upgrading of skills to stay ahead of rapid developments within industry.
- Lifelong learning must take account of the labour market and people's needs and aspirations.
- There should be commonly agreed measures for setting minimum standards through certification to ensure that qualifications are relevant and portable.
- Unions must be involved in vocational training policy and in defining the best means of delivery to ensure that training meets the highest standards and caters for industry and the work force.
- Individuals must be provided with basic communication skills to inform themselves of the different options available, and in a world of increasing international communications, this includes language skills. Education should allow individuals to participate in decision-making in a social market economy, and gives them the tools to freely form and join trade unions.

The means

- Adult education must be free or available at a reasonable rate for the participant.
- Adult education can take place in special educational centres, at the work place, or through distance learning

- Adult education can take place in special educational centres, at the work place, or through distance learning

- Participatory methods and education techniques must be designed in order to integrate adult life and work experiences in the teaching.
- Providers of adult education must take account of the needs of various groups in the community and the constraints which they face in gaining access to educational activities. Participatory methods and education techniques must be designed in order to integrate adult life and work experiences in the teaching.
- Providers of adult education must take account of the needs of various groups in the community and the constraints which they face in gaining access to educational activities. The participant must receive the means to sustain a living while engaging in full-time education activities.
- Paid educational leave must be granted to every worker throughout his working life. These means should be provided through a combination of state subsidies and payment from employers, as a form of investment in the future for the state and the employer.
- Adult education can take place in special educational centres, at the work place, or through distance learning.
- Participatory methods and education techniques must be designed in order to integrate adult life and work experiences in the teaching.
- Providers of adult education must take account of the needs of various groups in the community and the constraints which they face in gaining access to educational activities.

A joy

- Adult education enables working people to enjoy the richness of realising their potential and to enjoy being art of a rich cultural tradition

The World of Work and Adult Learning:
Changes, Impacts And Prospects

B. W. Kerre

As we enter into the dawn of the twenty-first century, our communities and societies, whether developed or developing, cannot avoid the encounter with the uniquely modern and sophisticated changes and their related impacts on a nation's social, economic and political life. In UNESCO's report "Learning to be: The World of Education Today and Tomorrow", it was accurately predicted then that these changes and impacts were sure to come and that continuing education into adulthood would be necessary for everyone (UNESCO, 1976 p. 12 & 13). The challenges that these changes and impacts bring to adult and continuing education are profound and demand immediate attention.

The changes and impacts

Globalization of economies

A global market has emerged characterised by increased foreign investments and greater mobility by new global enterprises which are free to relocate where lowest costs and highest profits are offered. This has lead to stiff competition in the market place where, more than often, those enterprises that have more resources and more experience emerge on top. The demand for new resources and appropriate skilled manpower has increased.

Technological innovations

The availability of a wide range of products today depicts the rapid advances in technology innovation. This has serious implications for education and training and particularly adult education. The work place has changed and continues to do so with new technologies and products emerging on the consumer markets. These developments have seriously challenged the way we prepare our youth and adult for the world of work. There is a need to "retool" the adult workforce to keep our economies competitive. The school curricula and training programmes must also be reviewed to make them more flexible and adaptable to changes in occupational skills. The need for more and higher scientific and technological literacy has never been more than what it is today (Paulsen, 1992).

Democratisation

Education is once more called upon as an indispensable asset in bringing peace, freedom and social justice to humanity (UNESCO, 1996).

The democratisation of political systems and the encouraging of increased participation by citizens in the determination of their political, economical socio-cultural orientation have brought new challenges. There is a greater need for civic education today, particularly in the young democracies of Africa, in order to allow the majority of people to participate more effectively in nation building. This also calls for increased educational levels, beyond the basic level. The majority of the adults who should play an active role have not attained the basic literacy level. The relationship between education and politics in terms of control and legitimacy has been recognised since Plato's and Aristotle's eras (Fagerlind and Saha, 1989). There is a need, therefore, for more adult and continuing education programme targeting the rural communities.

Social and cultural transformation

The above economic, technological and political changes have seriously challenged traditional social and cultural norms found in many societies (UNESCO, 1996). The response to these changes is varied. In some cases, there is reviewed cultural assertion to redeem the past. In other cases there is an attempt to forge new cultural and social alliances incorporating modern changes. In some traditional societies, these changes have driven a wage between the youth and the old, between tradition and modernisation.

Special impacts on developing economies

While the above changes have far reaching impacts for both developed and developing countries, they can, and in most cases do, impact developing economies much more adversely. For example, globalization of national economies has found most indigenous enterprises weak and, thus, unstable. They do not have the resources, experience and expertise to compete favourably with the modern technologically based enterprises from developed nations.

In Africa, there is a new wind of change, often referred to as a second liberation, where the democratisation of the political systems is afoot. This has inevitably lead to civil strife, and at times, wars. This brings to a standstill the development efforts underway (UNESCO, 1995). Technological advances originate in the developed countries and hardly any come from the Africa Sub-region. African nations are, thus, consumers of technologies from other countries. The greater challenge is for them to train their own labour force to acquire the skills to maintain the technologies and industrial projects initiated through development aid.

A more serious challenge to African nations today is the decreasing participation in education at all levels precipitating a rising tide of illiteracy (UNESCO, 1995 p. 55). In strife-torn nations, such as Somalia, Sierra Leone, Zaire, Congo and Liberia, it would be inaccurate to report that schooling of any type takes place; at the time when these nations are experiencing such turmoil.

Even in those countries where peace has been evident since independence e.g. Tanzania and Kenya, the state of education, and particularly adult education, is increasingly deteriorating. In Tanzania, the illiteracy rate has increased from 16 per cent in 1992 to 25 per cent in 1997, as reported by research conducted by the Adult Education department, the Guardian, 5th July, 1997. In Kenya, the enrolment rates have dropped considerably over the last five years. Almost 70% of the pupils who complete primary level education never continue beyond. Enrolment in technical education, medical science and agriculture at post secondary level have also dropped significantly since 1988. Ethiopia, which has just emerged from a long period of civil strife, has realised a 17 per cent increase in enrolment from 19 per cent in 1992 to 36 per cent in 1996. This trend needs to be maintained if illiteracy is to be arrested in the long run.

Africa's poor literacy ratio's of 66 per cent for males and 46 per cent for females (UNESCO, 1995), point to a continued problem that will have to be addressed through adult continuing education.

Future prospects

- Commitment to compulsory universal primary education. The majority of adults who need basis education missed opportunities for primary or elementary education. It is far easier to provide continuing education than to grapple with the basics.
- The provision of compulsory, universal primary education will go a long way in stemming adult illiteracy. In countries where this is in place the case for adult education is at the secondary level i.e. either continuing education or retraining. This is possible where there is political will and efficient management of existing resources.

Revitalisation of adult learning

Current changes in the political and socio-economic activities tend to have relegated adult education to second priority. It is understandable that, when faced with such dynamic changes, adults have a tendency to try to cope, not by going to school or taking more courses but by looking for employment or hanging on to what they may already have. It must be realised, however, that acquiring new knowledge and skills could also open up new opportunities for employment.

There is a need for renewed efforts and the political will to promote adult education if the vast adult populations in Africa are to be empowered to contribute more effectively to national development.

Review of adult education curricula

Traditional curricula that lays emphasis on the acquisition of basic literacy can no longer suffice. In those States where basic education is already attained, modern adult education curricula should be based on the needs of learners and the needs of the modern world of work. These will, inter alia, include continuing education emphasising new knowledge and skills that will enable the learners to be flexible and adapt to continuing changes in the work place. Adult classes should emphasise retraining and in-servicing to replenish diminishing skills and also acquire new knowledge and technologies that will contribute to individual, as well as organisational, competitiveness.

In the majority of cases, where basic education has not been attained, the curricula should emphasise both literacy and training. Basic literacy should be sought first, after which occupational preparation should be emphasised.

Teacher preparation

The impact of education and training on adult learners very much depends on the availability and effectiveness of adult education teachers. While the supply of potential teachers for adult education is often plentiful, the lack of attractive terms of service for such teachers and the separation or demarcation of adult education from main stream education has adversely affected this area.

Teacher recruitment and preparation for adult education should take place in mainstream education without any discrimination or some special treatment that may eventually down play the importance and/or value of adult education.

New focus for adult education

Adult education must be defined to incorporate continuing education or life-long-learning and also to include the acquisition of certain intrinsic values, such as personal enjoyment, discovery and enlightenment, besides the well articulated aspects of economic value.

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Changes In The World Of Work And Their Impact On Adult Education And Training In Jamaica (A Developing Economy)

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"Today's knowledge explosion and the galloping pace of change demand an unprecedented learning response from organisations. Increasing global competition, a more diverse workforce, rapidly evolving technology and diminishing natural resources are all changes requiring organisations to learn more and learn it faster if they want to remain competitive. Organisations in this environment must continually renew, reinvent and reinvigorate themselves to become more efficient and responsive to new conditions in the work place. This mercurial environment has also dramatically changed worker profiles. Since knowledge is what matters, organisations and individuals alike must become continuous learners so they can competently respond to the changing needs/demands of a more informed consumer" (Robert Gregory, Executive Director, HEART/NTA 1997).

The changes

Technology development

The technological age has been forced upon Jamaica. We did not decide that it was time. But the rest of the world set the pace, demanding that we follow. The history of Jamaica is deeply seated in plantation and slavery. Working and living off the land continue to be our major focus. Then came independence. The challenge to be self-sustaining and, now, the need to become a world class standard nation.

Jamaica focuses on productivity, not manufacturing. Its history points to the fact that only a few had access to education while the masses did not, for a number of reasons. These included: Cost of education, limited or no provision of education in rural areas, and lack of the need for education, e.g. to become a farmer, academic preparation was not needed. In the 1980s Jamaica had attained a 55-60% literacy rate, through a successful national intervention programme by an organisation called "Jamaica's Movement for the Advancement of Literacy (JAMAL)". Latest figures show that presently 24.6% of the adult population is illiterate. But over 30-35% of our primary children are still leaving school as illiterates, without the ability to read and write.

Computers and new high-technology machinery in the workplace has dragged Jamaica screaming and unprepared into the information age. What is it?

- The Internet, fax, international mobile phones, telephones - aiding easy contact with the rest of the world.
- The need to understand and control information systems for maximum impact and relevance.
  Gone is the "I am a tailor", "I am a farmer" concept. As a tailor, it is now necessary to be more competitive. Thus, one must know about new machinery to aid production, marketing and sales, and all the aspects of entrepreneurship and quality.
- Greater demand for cognitive skills - thinking ability. Robert Reich's contribution regarding "Jobs for the Future" states that jobs in the future will fall into three categories: (1) Routine production services - traditional repetitive tasks; (2) In-Person Services - involving a high level of person-to-person interaction e.g. flight attendant, hotel workers, hairdressers, secretaries; (3) Symbolic analytic services - problem solving, innovation, the capacity to effectively and creatively use knowledge.

For the adult working population in Jamaica their greatest fear is the loss of jobs, and upon redundancy, the fear of not finding anything else. Many have not availed themselves of the opportunities to learn new skills and to do cross-training. Downsizing and re-engineering are having the kind of effects whereby job shortages in some professional areas such as accountants, occurring due to mergers, shrinkage, computerised accounting packages and other such money saving activities, result in high unemployment rates. Therefore, there are more professionals competing for fewer jobs. People must know how to successfully market themselves.

There is no longer a 'job for life' reality. Now short-term contracts are the order of the day. People must be multi-skilled in order to accommodate the ½+2+3 concept. This now in operation means: Reduce the workforce by half, pay the remaining half twice as much salary, for three times as much output.

Major changes in the world of work

Human Resource Consultant, Dr. Leachim Semaj presents the following as the major changes in the world of work. This suggests that Jamaica must not only be aware of these changes, but also prepare itself to operate by these standards if it is to compete effectively within the world market place.

The new world of work

Work units change - from functional departments to process teams.
People's roles change - from controlled to empowered.
Jobs change - from simple tasks to multi-dimensional cross training.
Job preparation change - from training to continuous education.
Hiring criteria change - from narrow to broader qualifications.

Desire, ability, temperament, assets

Focus of performance measures and compensation shift - from activity to results.
Advancement criteria change - from performance to ability.
Values change - from protective to productive.

The new boss is the customer.

Managers change - from supervisors to team leader, coaches and mentor.
Organisational structure changes - from hierarchy to flat.
Executives change from scorekeepers to leaders.

The JAMALCO Experience

Many companies in Jamaica are "downsizing", "outsizing" and some are closing down and moving out. JAMALCO, Alcoa plant - one of the nine around the world - aluminium production plant. They discovered that production rate of the Jamaican plant was the lowest of the nine around the world. They decided to downsize, using a sifting system. All members must re-apply for their jobs - only the best half would be recruited. They identified the qualities required to meet the needs of JAMALCO and developed profiles of all members. A significant proportion of low level workers were found to be illiterate. Illiteracy meant unemployment. They introduced the concept of total preventive maintenance to get rid of the 'that's-not-my-job concept.' A work sampling study revealed that people were only working 18% of production time. A target was set to raise this to 40% in the next two years. A cultural linkage was provided to Brazilian and American consultants by adding a Jamaican consultant to the team. People will be paid for results - not for time.

There was a transition to the new work order. These comprise team work, commitment to cross-training - learn other jobs, job rotation; People must maintain employability by committing themselves to continuous education. A large number of people were made redundant as a result of this process. This is not unique. Others have done the same. For the Jamaican adult, the options are unemployment or retraining to survive in the new world of work. The environmental variables which have contributed to theses changes can be briefly summarised as economical, political, social and technological.

What are the issues for Jamaica?

- Too many adults are coming to the education and training systems without basic preparation, even if they have a skill.
- This must be addressed for those at the primary and secondary level, as well as for those who are presently affected. Basic education provision must bring people to an entry standard. This is crippling the economy because people are not being trained fast enough to get them back into work.
- Basic education should be provided - even at the tertiary and secondary school levels. This causes extension to the training period.

Problems

Limited funds is a major strain on a developing economy;
People are generally unaware of the new work order;
There is limited access to education;

Solutions

Prepare people for the New Work Order - inform them about the new work environment.

Provide for open access to education and training by:

- addressing entry requirement issues;
- developing training through community programmes, distance education, mobile libraries and science laboratories. Kingston - the capital city - might be considered by some Jamaicans as the Mecca of Jamaica, but the population of Kingston alone cannot secure the economic development of the country. Focusing on the rural areas and developing them in employability, productivity and sustainability. The country must first open to the market place before it integrates into the world market as such.
- developing entrepreneurship via training and support;
- providing an enabling environment for the survival of the small employer in the informal sector, which makes up a very significant proportion of the Jamaican labour force;
- offering entrepreneurship as an option for employment for everyone and not just for the wealthy;
- "Only the rich has enough money to go into business." This concept is just not true and people must be enabled to explore all possible options;
- building self-esteem and "self-sell-ability" in adults;
- encouraging co-operation of all parties;
- providing for articulation throughout the system;
- changing the way in which historically persons have been educated and trained, by providing for continuous education and upgrading, eliminating long courses, introduce broad-based training such as modules, whereby people can work and train at the same time. Adults usually have dependants and cannot stop earning to go into full time learning. Employers must be part of in-plant/industry-based training, as well as part of institutional training;

Jamaica's greatest challenge is not to become a dumping ground for the rest of the world. In the production of a jar of coffee costing $140.00 production farmers earn 10%; Packing and Marketing 65%; Retail 25%. Production is the cheapest part of the process. It is necessary to deliver high standards in production, marketing and retail rather than creating dependencies. 71% of the University of the West Indies (UWI) graduates for 1997 were females and they continue to perform better than the males throughout the education and training system. A way needs to be found to attract young adult men into the education and training system. Chinese are making the Reggae phenomena work by packaging and promoting 'Reggae' Coffee. Jamaica needs to value and make best use of what it has.

The other problem is attracting young adults into the education and training system.They must be enabled to positively contribute to nation building rather than be left to experience frustration brought about by low-self-esteem and a feeling of uselessness. Jamaica is at the stage of integrating young adults through education and training.

Technology

Instructors need to be equipped to train in areas of information technology. Much technology is imported into or donated to the Caribbean. However, not enough people are trained to use it, to repair it or to develop additional programmes. Consequently, it is not being utilised in many schools and training centres. At the Vocational Training Development Institute all trainee instructors get compulsory training in the use of computers so that they can gain the required level of competency for the Diploma, after which they can then move onto higher level courses. Jamaica needs to develop skill training in computer technology and repair at appropriate levels. A significant change in recruitment practices is that Jamaican employers are now seeking to employ people with both local and international training and experience. However, due to limited resources and opportunities, this practice is bound to discriminate against many.

Other areas to be addressed are:

- Alternative methods of delivery of education and training - this needs to be carried out in an organised manner.

- *Articulation for matriculation* - this has started amongst a few key delivery agents but it must be addressed for the system as a whole and not just between institutions/organisations.
- *Learning partnerships* - everyone must recognise that they have a contribution to make to this process for the country's sake. Employers must invest in employees. Partnership arrangements should be fostered rather than forced.
- *Equivalencies* - a system for awarding equivalencies must be tied up with the Accreditation of Prior Learning (APL).
- *Competency-based training* - rather than just knowledge and skills, the ability to act with the right attitude should be promoted. The attitude component must be emphasised to address the right approach and professionalism. Jamaica needs to become a service-centred nation. Certification must be the final stage of training. Emphasis must be placed on technical and vocational training as a means of aiding economic development. It must be presented and treated as equal with professional training. Entry requirements must be examined and rationalised. There should be more provision of career education and guidance for all.

Training For Employability

Maria A. Ducci

Equity and growth in a global economy

Today, society is undergoing a transformation of unprecedented magnitude and speed, affecting all spheres of economic and social life. This transformation has occurred in the context of the growing globalization of the world economy. Rapid technological change, particularly in the area of information and communications, facilitates financial flows and an increasing exchange of products and services, creating a highly competitive international market. This is further intensified by the deregulation of markets, the progressive dismantling of trade barriers, the signature of multilateral trade agreements and formation of new trade groupings, the relocation of production and the international flow of capital and labour. The new world economy, based on greater reliance on market mechanisms and liberalised trade, gives a prominent role to the private sector.

Globalization and inequalities

Enterprises are the pioneers of change. Being the driving force of production and trade, they are compelled to compete or perish. In adapting to the pressures of a globalizing economy, enterprises struggle to maximise profitability through productivity, product quality and access to increasingly scarce and demanding markets, while reducing costs, very often at the expense of jobs. The trend towards privatisation in many countries has left to private enterprises most of the productive activities that were formerly carried out by the public sector. More than ever before, enterprises stand as the protagonists of growth and change, with all the new challenges and responsibilities that this entails.

The world of enterprises is, however, highly heterogeneous, and the gap between large, modern enterprises in expanding sectors, and small-scale undertakings in traditional sectors is widening. Certain transnational corporations have expanded globally, becoming increasingly powerful, and commanding resources greater than the GDP of some of the countries where they operate. At the other extreme, small enterprises, preponderant in terms of both the total number of enterprises and workers employed, have very limited means to compete in international markets and run up against serious technical, financial and administrative problems. In poor countries in particular, dualism increases as multinationals set new dynamic patterns of production for export, contrasting with domestic small and micro-enterprises which remain marginalised in export-led growth.

Globalization is here to stay, shaping and redefining the structure and functioning of the world economy. And while it is true that it offers unprecedented opportunities for all countries and, most particularly, for developing economies, voices are being raised throughout the world warning of the risks associated with globalization as far as human and social progress is concerned. "Increased participation in international trade improves resource allocation, enhances efficiency by increasing competition among firms, and induces learning and technology transfer, thus facilitating growth", says the World Bank. But the richest countries are the ones that are benefiting the most, while the poorest countries lag even further behind.

Facts show that, together with spectacular increases in trade, inequalities are soaring among and within countries. The 1996 UNDP Human Development Report is striking: "Since 1980, there has been a dramatic surge in economic growth in some 15 countries, bringing rapidly rising incomes to many of their 1.5 billion people. Over much of this period, however, economic decline or stagnation has affected 100 countries, reducing the incomes of 1.6. billion people.... In 70 of these countries average incomes are less than they were in 1980.... Between 1990-93 alone, average incomes fell by a fifth or more in 21 countries...". The same UNDP report illustrates the widening gulf between the rich and the poor: in 1996 "the assets of the world's 358 billionaires exceed the combined annual incomes of countries with 45% of the world's population". While global trade on goods and services continues to boom, the world has never before marginalised so many people. The report concludes: "In much of this success and disaster, many of the poor have been missed out, and even the better-off have often been left vulnerable to unemployment and downsizing...".

Employment at stake

World-wide, the employment picture is gloomy. According to the ILO's 1996 World Employment Report, "...since 1973 unemployment rates in most industrialised countries have risen and there has been a rapid emergence of mass unemployment in the former centrally planned economies since they began the process of transition to a market economy in 1990. In the developing countries employment conditions deteriorated in sub-

Saharan Africa and Latin America during the 1980s. While there has been the beginning of a reversal of this trend in Latin America with its economic recovery, the deterioration has continued in sub-Saharan Africa due to its persistently poor economic performance."

The picture is on the whole better in Asia, continues the ILO report: "In the rapidly growing economies of East and south-east Asia there has been sustained and high employment growth... However, in the slower-growing economies of South Asia, employment performance has been weaker."

Many countries showing positive economic performance have done poorly in terms of employment creation. During the last decade, jobless growth has hit both industrialised and developing countries. In 1995, OECD countries as a group showed meagre employment growth. Though with great disparities among countries, the results of growth upon employment are deceiving, indicates the 1996 OECD Employment Prospects report: "The risk faced by a certain number of OECD countries is that the labour market exclusion can easily lead into poverty and dependence". Departing from its firm free-market line, the OECD itself is now warning that the soaring gap between high-paid and low-paid workers in many Western nations threatens to marginalise workers and put additional strain on government coffers.

In developing countries, too, jobless growth has meant long hours and very low incomes for the hundreds of millions of people in low-productivity work in agriculture and in the informal sector. Although official statistics fail to capture the complex nature of unemployment and underemployment in many developing countries, open unemployment is severe and growing in many urban areas, particularly among youth, women and older workers.

The quality of available jobs is another matter of concern. Job security is being eroded. Employment is increasingly part-time and in piecework in industrial countries, and in the informal sector in developing countries. The effects of downsizing in the private and public sectors, combined with capital intensive production and ever more sophisticated technologies are not being sufficiently offset by the creation of new good jobs in expanding sectors. Too often, economic growth has been based on financial speculation more than on job-generating investment.

Against this picture, the possibilities of aspiring to full employment are being questioned. World rulers, policy-makers and business leaders must demonstrate that the new global capitalism can effectively benefit the majority of human beings and not only top managers, high-ranking workers and investors. The scarcity and precariousness of employment opportunities, the widening income distribution, and the danger of deep institutionalised poverty might undermine the legitimacy, and thus the effectiveness and consistency, of the economic reforms so painfully undertaken by most countries of the world.

In the long run, markets for an increasingly diversified production of goods and services will dry up unless the purchasing power and savings capacity of the majority are protected. It is the sustainability of business which is at stake. Only by heightening and redistributing employment and incomes will growth and equity become mutually supportive.

Employability : a password for employment?

"Employability" has emerged as the new buzz word to counteract job anxiety. But the term is ambiguous. Is it just a palliative to placate and divert the plea for more and better jobs? Or is it the lever for effectively restoring full employment? Is employability the convergent path to bridge the gap between economic growth and equity under the new circumstances of the world of work? The question remains open and the answer will largely depend on the approach taken to boost employability and on the set of economic, social and labour policies and practices that will allow it to materialise into real employment opportunities.

Training and employability

What is apparent is that employability stresses the need to equip people with skills and competencies they require to be employable or to create their own job, and enterprises with the availability of the qualified, motivated and committed workforce they require to remain competitive and grow. Moreover, in a globalized economy, the competitive advantages of every country will increasingly depend on the deliberate and continuous formation and utilisation of "intelligent labour", based on knowledge, practical skills, innovation and technology. In short, employability urges individuals, enterprises, governments and society at large, to invest, quantitatively and qualitatively, in the training, development and productive utilisation of their human potential.

Thus, employability can be defined as the increased opportunity and capability for constructing the productive skills and competencies that will allow people to find, create, keep, enrich and change jobs, and to obtain fair personal, economic, social and professional rewards in return. The concept of trainability goes hand in hand with employability, and implies a sound knowledge base to build progressively on the skills of the workforce through further training.

The process: converging interests and shared responsibilities

For each individual, employability means enhanced possibilities of successful transitions throughout working life: from school to first employment, for re-entering the labour market after unemployment, for horizontal and vertical mobility within and between enterprises, between training and work, between wage and self-employment, and for coping with changing job contents and requirements. Individuals are the main architects of their own competencies and it is up to them to make the choices to acquire them. Nevertheless, individuals will only invest in their own training according to labour-market signals and incentives. Therefore, individuals need access to a diversified supply of training, labour market information and guidance services, financial support for initial and recurrent training, recognition of skills' value and certification of competencies formally and informally acquired and, most crucial, good prospects of employment and income.

For enterprises, employability relates to the value they attach to human resources. Internally, it can be inferred from enterprises' personnel policies and behaviour towards their employees: recruitment and hiring practices, work organisation, remuneration systems, conditions of work, social benefits, career development and, particularly, training. Employment security, wages and career prospects are crucial to enhancing workers' productivity and commitment to the enterprise. But current trends, including industrial restructuring, labour market deregulation and changing skill needs, are eroding the stability and quality of jobs. Hence, training becomes decisive, either in increasing the adaptability of employees to new requirements and, therefore, for their continued employability within the enterprise, or in equipping them with the competencies that will facilitate their mobility into another job in the face of eventual redeployment. Externally, enterprises are bound to develop growing interest in the total quality of the workforce, and in its constant updating and renewal, since it provides the source of the competencies to which they will resort to quickly fulfil their unanticipated needs.

For society at large, and particularly for governments as guarantors of public interest, full employment presupposes the employability of all those available, able and actively looking for work. As concluded by the International Labour Conference, 1996, full employment remains an achievable goal, and requires an enabling environment of economic and financial policies, an appropriate legal and institutional framework, a competent, effective and accountable public administration, and clear policy priorities to create and expand employment and improve its quality, through the development of enterprises. "Central to these policies, -recognises the report-, is the need to provide universal access to basic education, opportunities for further education, vocational training, skill development and opportunities for lifelong education."

Enhancing employability, therefore, involves stakeholders at different levels: individuals, enterprises, governments, workers' and employers' organisations, alongside the community and society in general. And their share of responsibility does not end in the collective effort for training and lifelong learning, but goes through realising its potential by the creation of employment opportunities in which employability can effectively materialise.

Training for a learning society

The enterprise as we know it, is changing not only from within but also in terms of its outside relations. The need to adapt rapidly to changing global markets and to survive in an increasingly competitive and unpredictable business environment is pushing firms to strive for higher productivity and continuous innovation, the achievement of which rely necessarily on a better educated and skilled workforce.

Learning: the watchword for competitive enterprises

In a new and infinitely more complex work environment, where mass production is giving way to customised production and where product life cycles are ever shorter, enterprises are compelled to respond to competition, change and customer. The key is "flexibility".

Cutting-edge enterprises are introducing leaner, flatter structures and new, more flexible forms of work organisation, concentrating on core activities and creating various forms of inter-enterprise alliances. In the process of externalising production, the parent company focuses on design, assembly and marketing, while wholly or partially sub-contracting production into tiers of external units.

A new type of industrial organisation is thus being born, with supple ties between nominally independent but highly inter-connected economic agents, cutting across a wide range of enterprises, often beyond national boundaries. Various forms of inter-firm partnerships and chains are being formed for research, co-production, co-marketing and co-distribution arrangements. Strategic alliances between large corporations, sometimes involving major competitors, are creating meg enterprise conglomerates and networks with smaller companies.

Traditionally in industrial society, management assumed responsibility for the success of the enterprise, and employees for carrying out the tasks allotted to them. Intensified competition, rapid change and new work processes are changing the role of management and empowering "core" workers, who take a major share of the responsibility for enterprise performance. The value of this asset must be constantly increased through further training, and protected through a work environment conducive to fulfilling workers' economic and social objectives.

"Learning organisations" are those where learning and work are integrated, where the focus is on human capital, and workers' competencies are up to international standards. Leading enterprises have proved that investing in the training of workers is an essential and highly profitable component of their re-engineering strategies. A recent study conducted by the Consultative Group on Competitiveness of the European Commission demonstrates the spectacular impact of training in such varied enterprises as Baxi in the UK, Nokia in Finland, ABB in Sweden, Bremer Landesbank in Germany, National Nederlande in The Netherlands, Telepizza in Spain, Renault in France, and many others.

All these enterprises launched a set of strategic initiatives where innovation was the pillar to overcome bottlenecks in competitiveness and growth. Training, and establishing a culture of learning within the enterprise and in the surrounding environment, enhanced job security of employees and employability for potential workers, while significantly improving the enterprise's competitiveness and bringing dynamism to the communities where they operate. Training thus became the link through which employers' interest in improving performance converged with a long-term commitment to the well-being of workers.

Training for the excluded

In the wake of changes in the organisation of production, the number, structure, organisation and contents of jobs are changing within and across enterprises. Moreover, as the enterprise boundaries are becoming blurred, the traditional pattern of full-time and permanent, paid employment is on the decline, and a higher turnover of jobs is the expected itinerary for an increasing proportion of workers.

The impact of the new paradigm on people is, therefore, twofold: on the one hand, it stresses the value of competent workers by recognising the key role of human ingenuity in the production process; on the other hand, it makes workers more vulnerable to marginalisation and exclusion, thereby challenging social stability in many countries.

The dividing line lies between those who have "learned how to learn", and those who have not. Thus, the right to, and real opportunities for, lifelong learning, should become an integral part of social protection for all workers. Employability and job security will depend increasingly on competence and performance. And this means additional responsibility for the workers, in acquiring skills and pursuing their personal growth as the best asset for continuous employability.

In developing countries, the large modern sector enterprises employ only a small percentage of the workforce. The majority, therefore, are beyond the reach of enterprise-based training programmes. This scenario is also becoming increasingly common in industrialised countries. Young people and new entrants to the labour market, particularly women, need specially designed training programmes which should include greater exposure to and familiarisation with the work environment. Displaced workers need to be retrained to facilitate their reintegration into the labour market. The unemployed, and in particular the low-skilled long-term unemployed, require training integrated into a package of supportive services leading to enhance their employability. Home-workers, part-time workers, and those in precarious, short-term jobs, are rarely covered by training programmes organised by the firms for which they work. Vulnerable groups among the young, women, the disabled, ethnic minorities and workers at risk of losing their jobs, are less able to benefit from available training opportunities.

Government-sponsored training schemes are often the only available choice for these groups. Targeted training programmes serve an important re-distributive function, fostering the employability of the most disadvantaged groups in the labour market. However, the efficacy of such programmes, particularly for the unemployed, is not straightforward. Especially during transitional unemployment in times of recession or during the time-lag between job destruction and job creation, the income foregone during training is zero. Therefore, the determining criterion should be the relevance of training content for expected employment opportunities, including entrepreneurial training to create self-employment. Moreover, training alone cannot make a significant impact in enhancing the employability of trainees, unless several other supportive measures and labour-market programmes are in place within a favourable macro-economic environment.

Labour market training programmes directed towards specific groups are more effective when they are closely linked to enterprises' actual or potential needs. Therefore, it is essential that enterprises be involved in identifying skill shortages and areas for growth. It is equally important that enterprises sponsor periods of practice in real work situations as part of labour market training programmes, especially for youth. Government programmes should, therefore, promote and include as a fundamental component, specific incentives to encourage enterprises to participate.

Small enterprise workers are also likely to have very limited training opportunities at their disposal. Difficulties, such as lack of time, technical capacity, financial resources and awareness of the benefits of training, in addition to a fear of "poaching" by larger enterprises, prevent small enterprises from embarking on training programmes. Workers in micro-enterprises and other informal sector activities, as well as small farmers and casual rural sector workers, face even greater constraints. The smaller productive units need training to become competitive, to link with larger enterprises as clients, suppliers and sub-contractors, and to progressively accede even to international markets, thus entering into the stream of development and growth.

Again, training is just one component of a broader package of support and incentives to be provided to small enterprises. But the survival, stabilisation and expansion of small productive units, and their potential to continue generating employment and to improve its quality, largely depend on their capacity to maximise productivity by introducing higher-level technology, better product quality and good management practices. None of this can be done without a skilled, creative and competent workforce.

The challenges ahead

A "knowledge society" is in the making. "The skills of a nation's workforce and the quality of its infrastructure are what makes it unique and attractive in the world economy" stated Robert Reich, the Secretary of Labour of the United States. Knowledge-based investment has become a priority equal to that of physical capital. The development of human capital is, therefore, the critical challenge for the 21st century and beyond. The knowledge society requires a different kind of learning. No longer can learning be a one-time event at the start of working life, but rather a continuous lifelong process, where initial education and training must be conceived as the platform on which recurrent learning will be based thereafter. The need for lifelong learning dramatically increases and diversifies the demand for training. This, in turn, requires the urgent reform of national training systems.

Three main issues are at stake: devising flexible and continuous training systems to meet the changing labour market requirements; mobilising greater investment in education and training; and ensuring equitable access to training opportunities.

Flexible and continuous training systems

The competencies now required in the world of work call for a blend of general knowledge and techno-professional skills, rooted in a sound foundation of aptitudes, attitudes and values. Therefore, a platform of solid general education is essential for subsequent training and work. Vocational education and initial training should focus on "core" skills and competencies that facilitate access to a broad family of occupations and further trainability by enterprises. These "core" competencies should add up to a relevant combination of technical skills and information technology, social and inter-personal skills, intellectual skills and entrepreneurial skills. Recurrent training should progressively build on these core competencies to foster the multi-skilling of workers, emphasising not only narrow technical specialisation but knowledge and skills that are portable across jobs and firms.

How can education and training systems be redirected to develop flexible and cumulative life-long learning? Training systems should be demand-driven, to a large extent, and this requires a strong interaction between education, training and the real world of work. Government-led training systems, it is argued, have been excessively rigid and supply-driven and, therefore, unable to produce the skills employers want or the skills required for the economy to remain competitive. The risk is now that the pendulum may swing to the other extreme. The challenge is to foster a coherent and forward-looking training system, catering for real needs rather than exclusively for explicit market demands, while still leaving ample room for the much needed relevance and flexibility.

Training as a collective investment: building partnerships

The responsiveness of training to labour market needs calls for a redefinition of new and complementary roles for the State and the private sector. Most important is the commitment and greater involvement of enterprises in both pre-employment and recurrent training. Enterprises naturally concentrate on job-specific training of their own core employees for short-term increases in productivity. The way ahead points to: the capacity and further potential of enterprises for training has to be unleashed. Governments have to provide the enabling environment and the correct incentives for enterprises to pick up the gauntlet.

Decentralisation and the reduction of government control promote institutional autonomy and local initiatives, fostering collaboration and the active involvement of multiple stakeholders. Greater communication and co-operation between educational institutions and the workplace will heighten the relevance, effectiveness and efficiency of the overall training effort, including the initial training of youth, retraining for the unemployed and further training for those at a social and economic disadvantage.

Strengthening partnerships between government and enterprises is a must. Innovative experiences throughout the world are highlighting the significant impact of joint action, in policy-making and training delivery, as well as in sharing the burden of training costs. Austerity in public spending and the strain on enterprises to keep costs down, deter both sides from investing in training, while diminishing incomes and employment uncertainties discourage individuals from paying for their own training. Nevertheless, the pressure to keep pace with rapid change, to compete and to innovate requires training more than ever before.

Training must be seen as investment rather than as a mere expenditure, and its positive effects need to be more widely publicised. Training efficiency calls for stimulating the best possible use of all technical, physical and financial resources available, and this presupposes the effective marketing of training. In short, the goal is to bring about a culture of learning, involving government, enterprises, individuals and other stakeholders.

The question is to what extent the private sector is willing, and able, to take a greater share of the traditional responsibility of governments for training. As training markets become more visible, government intervention refocuses on regulation, acting as promoter, facilitator and catalyst of training initiatives. Nevertheless, the State remains accountable to its citizens for the overall quality and outcomes of training, in particular when involving public funds. Serious consideration, then, must be given to the role of governments in establishing the rules of the game in order to effectively counteract market imperfections which may result in under-investment or erroneous allocation of resources by enterprises and individuals.

The involvement of the social partners in training is decisive. Tripartite and bipartite dialogue and negotiations are essential, particularly as decision-making concerning training is being progressively decentralised and transferred to private training operators and individual enterprises. Hence, new and diverse forms of meaningful participation by the social partners in training must be conceived and stimulated at all levels.

Equity: an imperative for sustainable growth

The age-old dilemma of efficiency versus equity in training systems bursts forth with renewed vigour. The profile of the highly skilled and versatile worker required by the new workplace raises the question: what proportion of the workforce will be capable of fulfilling these requirements? And who has real access to opportunities for such training? Certainly, enterprises and nations have to create a highly skilled and competitive workforce that meets international standards. But what of the rest? The danger of creating a "three-speed society" is very real: a small proportion of high-fliers as "core workers", a large proportion of vulnerable peripheral workers, and a growing underclass of the socially excluded. This will surely threaten economic, social and political stability, and hamper a healthy business environment.

Moreover, not all enterprises have equal access to training opportunities: investment and involvement in training concentrate on large modern sector firms, while smaller enterprises in declining sectors, who are most in need of it, have a limited capacity to undertake training on their own. Small and medium-size enterprises play an important role in employment generation and economic growth. Therefore, they must be granted preferential support, including services through small/large enterprises linkages and through employers' organisations and enterprises' associations.

Equity concerns are based on solidarity and social justice, and stress equality of opportunity for all citizens to accede employment and income, to realise their potential as human beings, and to participate actively in economic and social development. At a time of rising inequalities and increased vulnerability amongst workers, it is imperative that targeted measures be set out to redress equity imbalances.

However, training alone cannot overcome massive unemployment and wage decline. In order to boost employability and equitable opportunities for all, training must become part and parcel of a comprehensive set of broader measures geared to create and expand employment and improve its quality.

Concluding remarks

A new era of global economic, social and cultural transformation is opening up. Increasingly, the course and pace of change is being determined by production and commercial patterns reshaping the environment in which enterprises, governments and labour operate and relate to each other. As countries move towards deregulation, market-based reforms and widespread privatisation, the steering role of governments is being eroded, placing enterprises in a pivotal position as agents of development and change.

Growth and equity are two sides of the same coin. However, while global competition, communications networks, rapid investment flows and technological innovation have mobilised the dynamism of enterprises, resulting in significant increases in productivity and in the creation of wealth, inequalities widen and poverty persists in vast segments of society. There is an urgent need to bridge the gap.

Enterprises have the talent, the drive and the power to influence these trends. World-wide, business leaders are recognising that the new vision of corporate governance implies greater accountability to stakeholders, not just to shareholders. As economic and social progress become more intimately interdependent, profits and the accumulation of capital cannot be the sole interest of business. The creation and distribution of wealth, value added and employment should be the primary, and increasingly convergent, concerns of sustainable business. Therefore, enterprises are called upon to progressively develop a new integrated dimension of their economic and social role.

Training for employability is a privileged area for such an endeavour. Human resource development and management are strategic for enterprises' competitiveness and profitability, and for workers' job security, professional and personal development, recognition and remuneration. Business success and social stability will increasingly depend on a skilled and competent workforce and on the enterprises' capacity for continuous innovation and adaptation. Enterprises have, therefore, a unique contribution to make, and a decisive benefit to reap, in building the learning society of the future.

Enterprises' involvement in training has proven to be crucial for the enhancement of the relevance, efficiency and effectiveness of skill development. Their contribution needs to be further stimulated in order to spill the benefits of their knowledge, energy and resources, not only over their own employees but, most particularly, throughout society at large. Innovative partnerships between enterprises and governments, involving workers' and employers' organisations and other interested groups, are spreading out a renewed impetus to the development of flexible training systems aimed at fostering employability for all workers.

For enterprises to flourish and progressively take over an increasing share of social responsibility, governments have to provide the enabling environment, the incentives and the support allowing them to invest in human capital, reaching beyond their immediate needs. At the same time, the value of competence, the pride of learning and the audacity of enterprises' to blaze new trails, needs to be rooted and appreciated in all sectors of society.

Building the knowledge society of the future requires commitment from all actors. In the current global scenario, driven by market forces and economic demand, the time has come for those who have been its main architects to assume their share of the responsibility in reconciling growth and equity.

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Continuing Training In The Transition Process In Central And Eastern Europe And In The New Independent States

Hans Konrad Koch

Continuing training

Continuing training is vital for the success of the transition from a planned to a market-oriented economy, and to democracy. This transition leads to radical changes in all areas of work, and in daily life. Continuing training must be the first reaction to new challenges. It is the tool for adapting the qualifications of the work force to new challenges. This is reinforced by the fact that 70% of the work force for the next twenty years are already adults! That is why continuing training becomes a precondition for competition. During the first years after the German unification, continuing training was a top priority for support to the new states. In spite of this importance, most former communist countries are giving little attention to continuing training as a part of the market.

The transition process

The new principal challenges in the transition process are :

- optimal use of existing qualifications;
- the need for broader qualifications instead of narrow specialisations;
- additional qualifications for the new professions, such as the services;
- core skills, such as the ability to work in a team, to analyse problems, to adapt to unexpected situations, to be innovative, problem-solving capacity, preparation for lifelong learning, entrepreneurial skills;
- linking training with the labour market and the role of enterprises in vocational training;
- involvement of social partners;
- preparation of trainers and teachers to new contents and new methods.

Diversity

Each country must develop its own appropriate system of continuing training based on the specific situation of the country. However, those different systems should be able to fulfil similar functions:

- produce a high but flexible and good work force;
- prepare for lifelong learning;
- prevent social exclusion;
- positively exploit technical and social changes.

Responsibility of the government

Continuing training is that part of the education system which is the most market-oriented. As a consequence it is least regulated by the State. Although variety and competition of providers can best meet the various and changing demands. The government has nevertheless to play an important role. Often governments are not aware of this. The government should be responsible to ensure and to further develop the general framework for the functioning of continuing training in a market oriented-system. The implications of this are:

- transparency and comparability of qualifications offered by the market of providers;
- ensuring the quality of qualifications by developing criteria;
- counselling and guidance;
- access to a variety of providers in the training market.

The government must also ensure an enabling environment so that the continuing training system is able to fulfil its functions. These are:

- access to training where this is not possible without the support of the government;
- development and support of specific target groups: the unemployed, unqualified people, the disadvantaged;

- involvement of the main stakeholders in the development and organisation of continuing training;
- innovation of the system, e.g. to support the development of continuing training in and for enterprises.

Regionalisation
The regionalisation of continuing training is becoming more and more important. The central government must share the responsibility with regions and local authorities. This is a necessity because at the regional level:

- it is easier to analyse the direction of economic development and the needs of the labour market;
- it is easier to organise the co-operation of the stakeholders;
- at the national level the framework must be set for transparency and quality.

Conclusions
This conference should increase an awareness of the importance of continuing training for the integration of individuals into work and for the competitiveness of society and economy.

Learn To Undertake

Félix Cadena Barquin

"The popular and solidarity economy is facing neo-liberalism and the exclusive globalization challenges."

This paper needs to be seen in the light of the objectives of CONFINTEA V that propose world commitments to a perspective of lifelong education, which facilitates the participation of everybody in a sustainable and equitable development.

Considerations of the problems of the changing world of work

Unemployment and exclusion as features of the changing world of work.

Globalization processes based on neo-liberal principles have induced essential changes in the relations and structures of national societies, both in the North and in the South.

One of the principal impacts registered in all latitudes is growth in unemployment. This must be seen in the light of the knowledge that it will not be reduced because it is structurally generated through the neo-liberal model. There are several causes of structural unemployment:

- The considerable increase in the enterprises' productive capacity through the use of new technologies.
- The radical polarisation of incomes that drastically cuts off the capacity of the majority of the population from acquiring the satisfaction of their wants from the potential wealth generated from those technologies.
- The dominance of the interests of the financial elite, who, in its desire for maximum income and satisfaction of wants, favours premature obsolescence of products. This causes speculative practices to take over, making money as well as goods and services more dear, so that financial borrowing for their production is required.

There are various consequences of unemployment :

- At an individual level, it deprives young people and adults of a legitimate and primary means of obtaining the satisfaction of wants. In addition it provokes anxiety, insecurity and low self-valuation.
- At a family level, it leads to tension and family breakdown.
- At a community level, it denies development because its most important resource, the human resource, is under-used.
- At a national level, it increases tensions and contradictions because it makes unfair economic relations evident.
- An overall consequence is an impoverishment of the population. The phenomenon of the middle century poor that was left out of economic growth and forced to accept very low prices for his products, is no longer confined to that era. Even today, the mechanisms that restrict similar productive opportunities are several. In the same way, inequity in incomes and in available services has greatly increased.

Education and employment

The current paradigms stemming from a few years ago assume that education contributes significantly to employment, that education promotes appropriate qualifications and skills needed for self-development through knowledge, skills and attitudes for employment. They also assume the availability of employment, and that persons are able to identify job offers and pursue these with increased possibilities of being accepted.

But actually, opportunities for employment have reduced, even though demand is growing. In Mexico, for example, a million new job seekers are added annually to the 10 millions of unemployed. This contradicts the paradigm of increased employment opportunities through increased education. It is necessary to refocus the problem and look for formulas that satisfy the productive and occupational needs of the majority of the population, which devises various initiatives for productive economic activity, in spite of the fact that it is often restricted by the state through heavy fiscal taxes.

This model of the popular economy underlines a new paradigm that rewards the use of available resources and integrates the components of co-operation and solidarity. Most of these initiatives need very little finance. When integrated into the solidarity factor, under auto-suggestive practices, they take on a new dimension. According to Razeto, the *solidarity economy* concept is new. In the early 60´s when the expression came into vogue, it provoked a surprise reaction because it is not easy to join economy with solidarity. Historically, when we think about economy: We think about something different to solidarity, We think in terms of competence, income, efficiency, business, enterprises, marketing. But when we think about solidarity, we think of actions that people take to benefit other people, both parties being helped. This includes ethical and moral concepts that suggest a behaviour that is consistent with solidarity but are rarely seen as essential components of enterprises, business or marketing - desirable, but not essential.

The economy produces wealth, but often leaves many human needs unmet. These cannot be satisfied through external support. Therefore solidarity must be introduced into the economy, making it an essential aspect of the economic process. Solidarity will not only engender essential human values but also contribute to a direct economic value.

Training and popular education possibilities

The principles and techniques of the popular education movement can make important contributions, not only in solving the existential needs through the practice of a productive occupation, but also in consolidating micro-regional development processes and the formation of a viable economic social sector through the promotion of popular economy projects. This sector must not be considered marginal but central, as it gives a productive web to the general economy and provides for plurality. This sector is truly oriented to the development of the national society as a whole and not only to the interests of sectional financial groups.

The popular economy model leads to the generation of goods and services that are socially useful, of a good standard, and offered at a fair price. It promotes the development of democracy, both at a micro and macro level.

- *At the micro level,* within the enterprise, the practices of production and management are democratic. This can only exist if the working relations are "auto-suggestive". Further, this will spill over to other practices of community life.
- *At the macro level,* the promotion, consolidation and articulation of Popular Economy model serves as a base for developing strong co-operative and collective entities that build a real economically viable social sector, which plays an important democratic function in the society as a whole. It also supports alternative practices that counter-balance the dominance of many projects from the public and private sectors.

Strengths and weakness for consolidating a solidarity economy sector

Strengths

In spite of the exploitation mechanisms that affect the majority of the population in many countries, particularly in rural zones, conditions do exist that allow for accomplishing the mission of establishing a solidarity economy sector. These are:

- The peasants and indigenous communities are recovering their protagonist capacity and are aware of the fact that nobody else will solve their problems if they themselves do not fully appreciate who they are and what they have.
- There is a widespread conviction among them that it is necessary to create productive units at the micro-enterprise level that allow for the diversification and value-added in production.
- The traditional use of land and methods of production are applied in the economic processes. This allows for these workers to obtain an equal part of the productive benefits.
- Many producers, principally because of migration, develop or revive economic processes that make them competent to apply more complex and integrated initiatives.
- The dismantling of government programmes and structures have the benefit of eliminating corruptive practices in the management of credit, insurance, technical assistance and commercialisation of government agencies.
- The increasing realisation that the only way to achieving a globalized economy, is by establishing a plural economy model in every country, supports a dynamic social economy sector that fundamentally addresses the welfare of human beings and their basic needs, and not just the forces of the market and of speculative capital interests.

- It is also important to realise that, in some countries, the peasants and ethnic communities possess significant portions of land. In Mexico, for example, this is more than the half of the national territory.

Weaknesses

Undoubtedly there are many weaknesses. Among the principal ones are:

- The confidence of this sector is limited. This inhibits their willingness to take initiatives.
- The organising capacity of the peasant and indigenous organisations, and their commitment to take co-operative action are limited.
- Widespread illiteracy and malnutrition still exists in many areas. This is an obstacle to the efficiency of economic activity.

The goals of the popular economy

In pursuit of establishing the popular economy and the participation and experience of people in it, popular economy workshops have been held in several Mexican regions. Their essential features are:

1. The projects do not only satisfy the participants' expectations and needs, but also ensure a sense of ownership of the persons, who are involved in the follow-up and instrumentation of the various projects . The projects help in developing individual and collective competencies necessary for developing their responsibilities in the administration of the enterprises. This essential participation of the worker in the management of the project provides the necessary social viability, as well as a positive outcome of the technical, economic and financial aspects of the feasibility study.

2. The projects are executed in a way that ensures that the principles of **solidarity and co-operation** are applied and that the essential differences between the two models of economic production, as discussed in this paper, are recognised and accommodated. This means:

- The participative and democratic decision-making processes are related to the social structure of this economic model. This ensures that the worker is involved in the fundamental and strategic decision-making processes.
- There is such a cohesive and co-operative productive dimension within the organisation of the project as to ensure that the production is carried out with efficiency, and that goods and services are of a good quality.

For the effective development of these projects to occur, further trial and testing of various modalities need to be undertaken so as to establish the most efficient in any context. This requires that wherever possible the projects be attached to research centres.

The model discussed in this paper must not be reduced to economic activity alone. The strength of the organised dimension presented in this model is that it advocates the generation of a good level of economic excellence within the enterprise. This presupposes the use of community, government and non-government sources. The existence of a good, executive and programmatic trained organisation is an important factor in the success of this model.

These projects must operate at an endogenous micro-regional development level, which defines the ecological, cultural and social space for generating relative self-sufficiency at a regional level. They must also allow for the local productive skills to meet globalized market requirements. In this way endogenous features of micro-regional development are preserved and developed, while, at the same time, regional and national dimensions are established.

To assist in this process, a popular education programme must be established that contributes to the following three needs.

- The concrete needs of life, such as employment, incomes, health and education;
- Individuals' concerns and their desire for personal wealth;
- Preservation of culture, traditions, and protection against exploitation of the majority by the few;

Recommendations

- Adult and continuing education should give priority to the development of "learning to learn" competencies, as well as to entrepreneurial initiatives and capabilities.
- Strategies must be advocated that engender self-employment attitudes and competencies.
- Basic and general education should incorporate the principles and experiences necessary to operate these strategies
- New concepts, methods and operative tools need to be developed, in order to build alternative ways to promote skill-development and, thereby, generate productive activities for the population.
- Initiatives should be based on solidarity and co-operative principles for building a social solidarity economy sector.
- Communication methods should be improved so as to provide for the dissemination of as many successful experiences from other countries and areas as possible.

Special Impacts On Developing And Transition Economies

David H. Fretwell

"History does not move at right angles. Nations are bound by their history, geography and myths. To change the direction of events, even in revolutionary periods, requires tremendous will and perseverance"

(Raymond Seitz, US Ambassador to the UK, speaking to the European Affairs Subcommittee of the US. Senate Foreign Relations Committee, Apr. 4, 1993)

Introduction

Adult education is an absolute key to reaching the goals of raising standards of living and increasing individual freedom in transition economies. There are, however, important constraints to achieving these reform goals. The focus on transition economies will draw attention to the setting for reforms, labour markets and economic changes. The education setting will highlight the changes in education and training, as well as the issues on restructuring adult education and training.

Transition economies

- Former Socialist Centrally Planned Economies:
  Central and southern Europe, Former Soviet Union
  Former Yugoslav Republics, China
- Non-Centrally Planned Economies with large state sectors

Setting for reform

(a) *Essence of reform:*
  - Raise standards of living
  - Increase individual freedom

(b) *Human resource development fundamental to reform*

(c) *Role of the State*
  - Making labour markets more effective
  - Reducing unemployment and poverty
  - Promoting better health.

(d) *Economic constraints to change*
  - Mis-allocation of labour
  - Fiscal crisis
  - Legislative framework

(e) *Political constraints*
  - Political attitudes to unemployment
  - Machinery of government

(f) *Institutional constraints*
  - Institutional capacity
  - Administrative skills
  - Human capital

Table 1: Components of Central Government Spending in Various Economies, 1991

	Percentage of total expenditure						
Economy	**Social security, welfare, housing**	**Health**	**Education**	**Defence**	**Other**	**Total expenditure as a percentage of GDP**	**GDP per capita (1990, dollars)**
OECD members							
Canada	36.4	5.2	2.9	7.4	48.1	23.9	20,440
France	46.4	15.3	6.9	6.3	25.1	43.7	20,380
Germany, Fed. Rep. of	48.9	18.1	0.6	8.3	24.1	32.5	23,650
Italy	--	--	--	--	--	49.6	18,250
Japan	--	--	--	--	--	45.6	26,930
United Kingdom	31.8	13.3	3.2	11.1	40.6	38.2	16,550
United States	28.7	13.8	1.7	21.6	34.2	25.3	22,240
Latin America							
Argentina	39.4	3.0	9.9	9.9	37.8	13.1	2,790
Brazil	25.5	6.7	3.1	3.5	61.2	35.1	2,940
Mexico	13.0	1.9	13.9	2.4	68.8	18.1	3,030
High-performing Asian Economies							
Singapore	8.2	4.6	19.9	24.0	43.3	22.1	14,210
Thailand	5.9	7.4	20.2	17.1	49.4	15.5	1,570
Central and Eastern Europe	23.9	4.8	6.2	5.6	59.5	77.3	1,840
Bulgaria	27.0	0.4	1.9	7.1	63.6	55.6	2,470
Czechoslovakia	35.3	7.9	3.3	3.6	49.9	54.7	2,720
Hungary	20.5	16.1	14.3	7.5	41.6	29.3	1,790
Poland	26.6	9.2	10.0	10.3	43.9	37.0	1,390
Romania	24.5	1.2	5.1	19.1	50.1	26.8	3,220
Russian Federation	6.0	0.0	0.0	53.4	40.6	21.0	--
Yugoslavia							

Labour markets

(a) *The inheritance*

- General admonition to work
- Mandatory assignment of graduates
- Mobilisation campaigns
- Control of migration
- No formal recognition of unemployment

(b) *Labour markets - strengths*

- Job security
- Essential social benefits
- Workers involved in management
- High labour force participation
- Labour exchanges existed

(c) *Labour markets - weaknesses*

- Low labour productivity
- Wages bearing little relation to productivity
- Unemployment not recognised
- Distorted patterns of employment
- Limited migration
- No real tripartite structures
- Labour market monitoring weak
- Lack of active labour policy
- Local economic development not understood

Table 2: Rates of Participation in the Labour Force of Women Forty to Forty-four Years of Age in Various Countries, 1950-1985 (percent)

Region and country	1950	1960	1970	1980	1985
Central and Eastern Europe					
Bulgaria	78.6	83.4	88.5	92.5	93.3
Czechoslovakia	52.3	67.3	79.9	91.3	92.4
German Democratic Republic	61.9	72.7	79.1	83.6	86.1
Hungary	29.0	51.8	69.4	83.2	84.7
Poland	66.4	69.1	79.5	83.2	84.7
Romania	75.8	76.4	79.5	83.1	85.1
USSR	66.8	77.9	93.2	96.9	96.8
Northern Europe	30.9	39.9	53.8	69.9	71.1
Western Europe	34.5	39.5	46.4	55.1	55.6
Southern Europe	22.4	25.3	29.7	35.7	37.1

Table 3: Employment Changes (1991-1995)

(% change)	Czech Republic	Hungary	Poland	Slovakia
Declining share of employment				
Agriculture	-5.5	-3.5	-7.9	-1.2
Manufacturing	-6.0	-2.5	-1.2	-8.1
Increasing share of employment				
Trade and catering	7.8	1.1	6.7	5.1
Financial services and real estate	1.2	2.4	2.3	0.3
Public administration	3.3	2.5	--	3.7

Economic change

(a) Political forces

- Make enterprises responsive to capital
- Make enterprises responsive to workers
- Decentralisation

(b) Economic forces

- Liberalise demand and supply
- Reactions
- Collapse of trading relationships
- Household reaction
- State enterprise reaction
- Structural unemployment
- Lack of demand for labour
- Youth unemployment
- Increasing poverty (unemployed)

(c) General policy directions

- Replacement of a system of wages and employment regulated to a greater or lesser extent by the State, with one in which wages and employment are determined in the market by forces of supply and demand.
- Development of wage and labour policies that facilitate restructuring and re-deployment of labour, increase occupational mobility, geographic mobility, and labour productivity, while providing temporary income support to displaced workers

Education setting

(a) The inheritance

- Universal literacy
- Focus on facts not application
- Vocational schools predominate at secondary
- Early and narrow vocational specialisation
- Focus on productive vs. service occupations
- Training targets set by state enterprises
- Adult education operated by enterprises
- Life long learning and career mobility
- Small cohort in higher education

(b) Strengths

- High literacy levels
- Good equity and access
- High achievement in maths and sciences
- Training funds

(c) Weaknesses

- Political control stifled academic freedom
- Early vocational specialisation
- Distorted and missing skills
- No market measures of training effectiveness
- Fragmentation and duplication of resources
- Low levels of general education
- Lack of career information and counselling
- Compressed wages vis-à-vis human capital
- Lack of retraining and continuing education
- Governance, delivery, and financing issues
- Job training difficult when excess labour

Figure 1: Science and Mathematics Test Performance of Children in Selected Transition and Established Market Economies

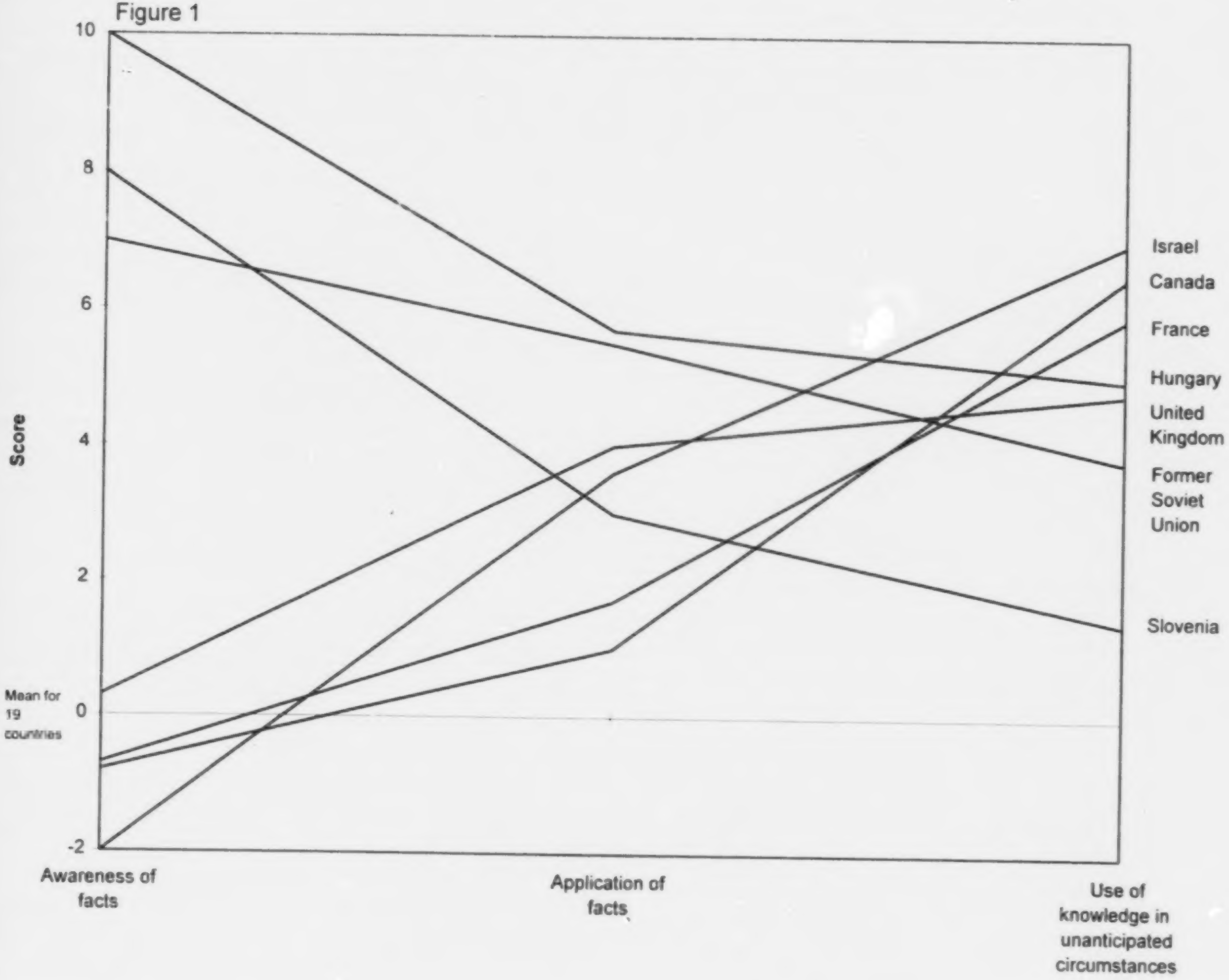

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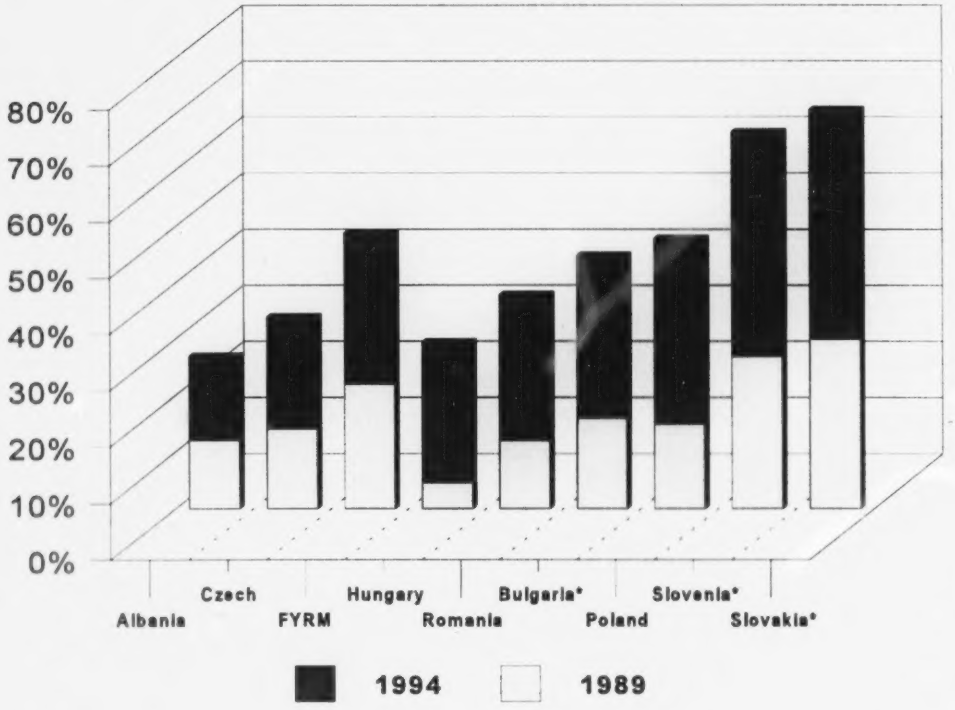
Table 4: Level of Education of the Labour in Various Countries and Years, 1988-90

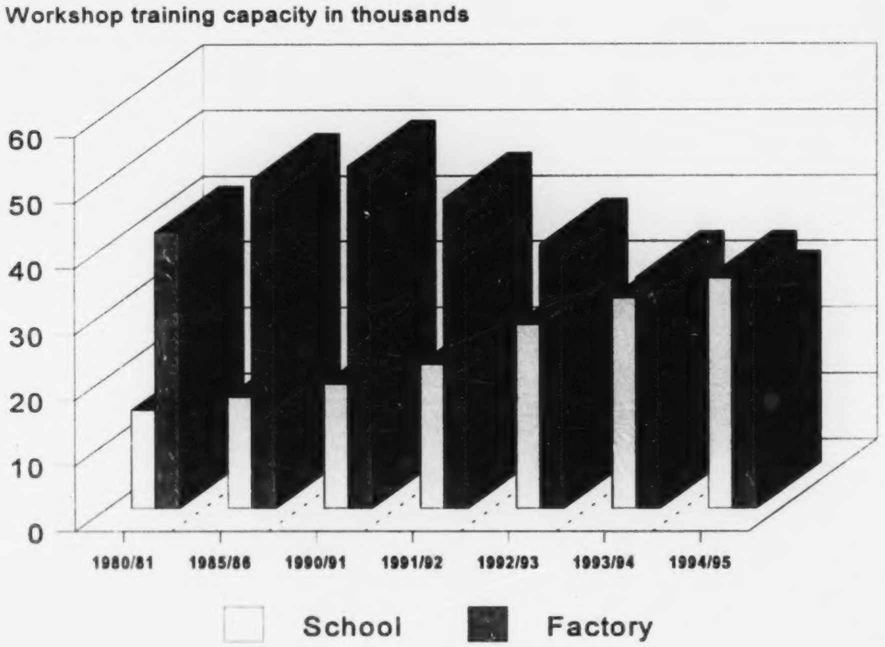
Region, country and year	Basic or less	Vocational	Secondary	Higher
Central and Eastern Europe				
Bulgaria, 1990	44.6	15.8	30.0	9.6
Czechoslovakia, 1989	26.0	21.0	43.8	9.2
Hungary, 1990	38.4	23.1	26.9	11.6
Poland, 1988	34.2	29.5	27.9	8.4
Romania, 1990	35.8	31.4	24.0	8.8
Western Europe				
Austria, 1990	23.8	57.8	6.3	7.1
France, 1989	35.3	--	46.0	14.6
Greece, 1989	52.6	--	35.3	11.4
Ireland, 1989	26.8	--	55.5	17.5
Italy, 1990	26.6	--	66.2	7.2
Netherlands, 1989	12.6	--	61.3	19.7
Spain, 1990	48.4	--	46.1	5.5

Figure 2: Enrollments in Social Science Programs
(1989-1994)



* 1990 and 1993

Figure 3: The Number of Training Posts in Training Workshops in Vocational Training Schools between 1980 and 1994



Change in education and training

(a) *Political forces*
- Shift of cultural values
- Financing priorities
- Minorities
- Decentralisation
- Social partners

(b) *Economic forces*
- Individuals respond to market
- Enterprises want productivity
- State needs to support small business
- Local government tax distribution
- Institutional autonomy
- Private and NGO providers

(c) *Policy*
- Principal strategy is to develop trainable, adaptable, and innovative citizens who have the capability, and access to education and training opportunities, that will assist them to upgrade and or change occupational skills in response to changing labour markets.

Adult education and training

(a) *Restructure secondary education*
- Difficult to adjust,
- Address structural unemployment
- Change vocational specialities
- Introduce broad occupational orientation
- Increase length of compulsory schooling
- Vocational orientation at upper secondary
- Increase general education
- Career counselling
- Phase out secondary level schools

(b) *Expand and refine adult education and training*
- Address needs of multiple clients, Address
- needs of small and large enterprises
- Tripartite governance
- Training markets
- Introduce performance incentives
- Multiple financing channels
- Comprehensive services
- Modernise delivery of training
- De-link institutions from secondary schools
- Life-long learning/articulation
- Occupational standards and assessment

Figure 4: Unemployment and Education
% of University Enrollment (1995)

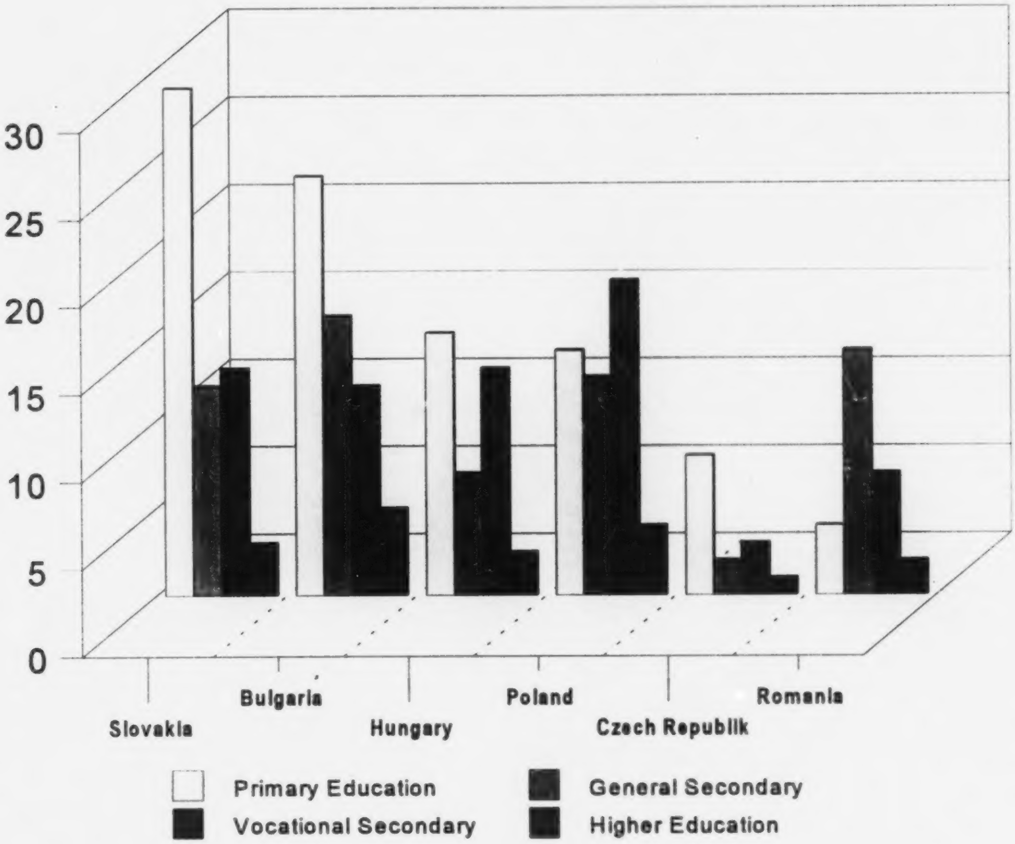
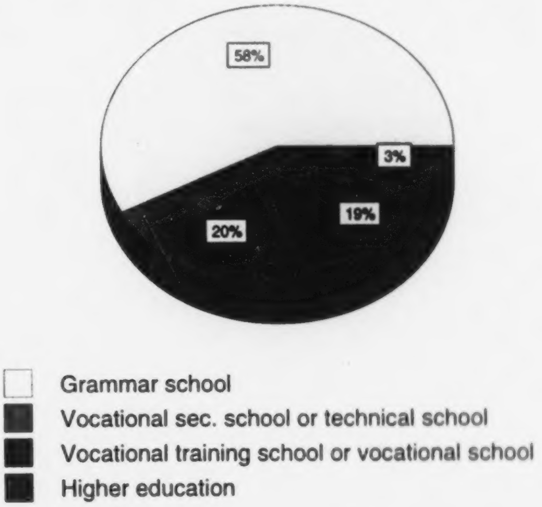


Figure 5: Distribution of Unemployed School Leavers by Educational Qualification
- 8 years of primary school or less -



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Adult Education And Jobs, Or Sustainable Livelihoods?

John Lawrence

The endangered concept of job

Much attention has been given to linkages between education and work. There have been many statements so far in this Conference relating to the importance of adult education for (a) skills development, (b) providing continuing access to information and knowledge to maintain and upgrade competencies, or (c) literacy at the most basic level. All these are presented as a sine qua non for productive entry into, or improved performance in a workforce role, typically a JOB. While this concept of job has many social and psychological (e.g. status, self-worth) implications in many societies, it represents generally a series of primarily economic decisions made by employer and employee, resulting in some sort of a contractual or quasi-contractual agreement. Such an agreement may or may not be written down, but may carry with it various expectations, on both sides, of relative job security, durability, reliability and periodicity of reward/reimbursement, and fringe benefits in many cases for the employee, in exchange for certain levels of performance (e.g. turning up on time at a place of work, adequate productivity, acquiescence to rules and procedures).

This concept of JOB emerges as a central element in human resources strategies and policy. Education systems are expected to be able to prepare people for jobs, individuals make job choices, media - and in many cases - public and private labour exchanges, publish job opportunities, statistical systems count jobs - usually rather imperfectly - and currently, job creation is high on the priority list of governments world-wide in both the north and the south.

Yet fundamental questions should be raised regarding this - traditional, unilinear person - job relationship which forms the foundation of so many of our human resources development approaches and policies. Is it already outmoded even for the modern sector applications for which it has always been the unit of any occupational statistics or analysis? Furthermore, is it, and perhaps has it in the past been, irrelevant to the majority of `workers' who live in poverty, make up the world's 'workforce', and for whom the concept of a single JOB has been, at best, a distant goal?

As far as employment policies are concerned, the following **three paradoxes** face those who seek to create jobs as a matter of policy.

1. The first is a cruel one: even those that are employed full time may not earn enough to sustain their livelihood. So, while the unemployment rate may be reduced overall, poverty incidences may not. UNDP's recent country study of Zambia's employment policies, carried out with the ILO as part of a UN task force on employment and sustainable livelihoods, found that wages have declined precipitously even in highly competitive and 'desirable' modern manufacturing jobs. Median 1994 earnings in a manufacturing sector sample of 936 workers were K35,122, when monthly household expenditures (January 1994) across the 10 largest cities in Zambia were K102,616. There are many reasons given in the report for the very low income of workers (no concept of minimum wage, labour standards on the books but laxly enforced). But it remains a fact that at present in Africa, as in other regions, employment per se, even full time, is no guarantee of escaping poverty.
2. A second paradox is that while nations pursue steadily improved labour market policies as a matter of development practice, most of the world's working age people are outside the range of mainstream labour market policies, which apply largely to formal modern sector activity. This accounts for less than fifteen percent of economic activity, for example, in India, according to the United Nations University. A substantial proportion of the world's labour force has never had a JOB in the above, contractual or regularised sense of the term. Of the world labour force of around 3 billion, only 400 million are 'employed' in the industrialised countries. Forgetting for a moment the changes occurring in the industrialised world of work - and we have heard much about these changes ('patch-working' or occupational 'quilting' across multiple occupations, increasing 'grey' markets and part-time work, job loss in manufacturing, and persistently high registered unemployment) - unemployment and underemployment in the less industrialised world has been historically endemic. Labour force growth in the 1990s in Africa is exceeding 5 million new entrants annually. In Egypt, for example, according to the UNDP Country Advisory Note, the labour force of 17 million is growing at 2.6% annually with projection to 35 million by 2015. This means that half a million new job seekers come on line each

year. Most unemployed are young (70%), educated to secondary level, and live in urban areas. The problem of job creation, therefore, even in more advanced countries in the developing world has a literally staggering challenge in terms of numbers. In the poorer, less developed countries, the employment problems are even more acute.

3. A third paradox however is equally important. The current standard Rx prescription, in very oversimplified terms, is that economic growth is the major path to employment growth, and that growing the economy is fundamentally the way out of the unemployment trap for all countries irrespective of their position on some hypothetical linear development path. Yet ALL major global conferences since 1990, and most recently the June 1997 Rio+5 Special Session of the UN General Assembly in New York, have declared and reiterated the inherent unsustainability of current production and consumption patterns. So, even if economic growth were sufficient to meet the enormous challenge of the numbers noted in the second paradox (above), it STILL would have to cope with the fundamental inconsistencies of global and environmental constraints outlined by the Brundtland Commission, UNCED and the Commission for Sustainable Development.

There are additional paradoxes which we have pointed out in UNDP notes which need not be detailed here, such as growing inequities and income gaps associated with high growth in 'successful' growth countries, and increasing evidence of stress (rising morbidity and mortality rates) among working age populations in transition economies. But the sharp realities of immediate and short-term problems faced by many of those living in poverty, and our increasing uneasiness with trying to force-fit the 'job' concept into the policy frameworks of poverty, have prompted UNDP, in partnership with other institutions, to explore some fundamental questions at the heart of human resource development strategies for the next century:

- What constitutes an acceptable and more sustainable livelihood for the future for all of us, but more particularly for those now trapped in poverty, and most especially women, in the foreseeable future?
- What are the 'livelihood systems' - family, community, work, physical location, professional, social or ecological relationships - which each one of us creates, or is part of?
- What are the key interlocking 'elements' of those systems, economic, social and ecological, and which are dominant, and why?
- What are the major policy dimensions and specific interventions (e.g. educational, technological) that can most beneficially promote the desirable aspects of livelihood systems, and inhibit the undesirable, most especially of those now living in poverty?
- UNDP is now developing methodologies for addressing these questions, and for approaching livelihood, constructively, and particularly within the context of anti-poverty strategies.

Sustainable livelihoods: the concept

Surfacing a decade ago in the report of the World Commission on Environment and Development, the idea of sustainable livelihoods began as an approach to maintain or enhance resource productivity, secure ownership of and access to assets, resources and income-earning activities, as well as to ensure adequate stocks and flows of food and cash to meet basic needs.

The 1992 United Nations Conference on Environment and Development (UNCED) expanded the concept, especially in the context of Agenda 21, and advocated for the achievement of sustainable livelihoods as a broad goal for poverty eradication. Agenda 21 stated that sustainable livelihoods can serve as 'an integrating factor that allows policies to address...development, sustainable resource management and poverty eradication simultaneously'.

The Copenhagen World Summit for Social Development and the Fourth World Conference on Women (FWCW) at Beijing underscored the significance of linkages between sustainability, employment, social integration, gender and poverty eradication for policy and development programming. Operational progress on these fronts has been complemented with policy research, for example, by the University of Sussex, in its work on poverty and vulnerability assessment in Africa and Asia, by the International Institute for Sustainable Development in Winnipeg, Canada, and by bi-laterals, such as the UK Department for International Development, and UN agencies. For example, led by the International Labour Office (ILO), an Inter-Agency Task Force (IATF) on Employment and Sustainable Livelihoods published guidelines for its country reviews conducted in seven countries (one of which, Zambia, was already referred to above). Recognising that 'while there exists a strong link between economic growth and employment, [and] the linkage is not an automatic one for all groups' the ILO guidelines note that 'the poor.... often apply various forms of survival strategies, which are frequently based on the household as an economic unit rather than on the individual worker... [and] since these ...strategies are often complex, a participatory approach is necessary [to take into account...livelihood needs and special requirements], which may require additional information and background not commonly used by policy makers.'

The guidelines go on to note that the 'sustainability of livelihoods depends on a number of conditions, namely on appropriate macro-economics balance between consumption and investment, on micro-economics decision processes to determine activities to pursue.... [thus] the livelihood of dependent workers and their families should not be taken in isolation....' It is the importance of looking at livelihood systems of individuals, and not just at their jobs alone, that is at the heart of the approach we are advocating.

The ILO/IATF Synthesis Report (March 1997) which brings together the experiences of all the seven country reviews including Zambia (in fact three of the seven were in Africa) concluded that: 'the diversity of means by which workers and their families earn their living and prepare for their future is very great. Regularly paid wage employment is often the exception..... external shocks, drought or poor economic management leading to prolonged recession can lead to tragedy. In this regard, and as called for in Agenda 21, the concept of sustainable livelihoods gives a focus for policies to address issues of output growth, sustainable resource management and poverty eradication at the same time. Thinking in terms of sustainable livelihoods highlights the need to understand the complexity of the survival strategies of the poor and identify the links between poverty, health, education and training. Furthermore the notion of social sustainability emphasises the need for universal participation in the process of policy formulation.

Livelihood is considered by some to provide a better descriptor than 'employment' for those living in poverty. But the implied distinction between 'livelihood' for the poor, and 'jobs' for others more fortunate seems unacceptable, and so UNDP proposed that sustainable livelihoods can be an overarching normative goal for development programming, in which employment provides ONE, but not the only means of achieving the goal. Thus, from this perspective, employment is considered a subset of livelihoods, not the other way round.

Livelihoods are defined as the activities, means and entitlements by which individuals make a living. Sustainable livelihoods are derived from people's capacities to exercise choice, and to access opportunities and resources, and use them for their livelihoods in ways that do not foreclose options for others to make their living, either now, or in the future.

Livelihood systems are the sets of economic, social and physical elements and interrelationships which form the basis of livelihood decisions. The broad goal of poverty eradication is to develop individual, family and community capacities to improve their livelihood systems.

To understand these systems, people's coping and adaptive strategies are important entry points for analysis. A sustainable livelihood system can only be understood and promoted if the matrix of interactions between policy, science and technology and investment/finance is approached in an integrated manner and used to augment what local people already do well, i.e. the sustainable aspects of their livelihood mixes.

For those living in poverty, livelihoods strategies are usually diverse and often complex. Individual families complicate these strategies in order to increase income, reduce vulnerability and improve the quality of their lives. Household livelihood strategies will differ from rural to urban settings. Rural strategies often involve a variety of different household members in such activities as home gardening, exploiting common property resources, share-rearing livestock, family splitting, and stinting which remain largely unseen by professional interviewers and thus are difficult to measure through traditional surveys. Urban strategies may involve substantial transportation/travel back to rural areas of origin, and may involve complicated remittance aspects involving other family members.

Advantages of a livelihood systems approach are many. The unilinear relationship between one person and one job, and traditional concept of 'career path' are already too constrained for satisfactory explanation of much of the world's economic activities, and describe less and less usefully the majority of livelihood types, even in the north. Looking at livelihoods' sustainability within the context of a livelihood system permits a more realistic policy and programmatic focus on the household, family or community, as well as on the individual, and permits more integrated examination of the social, economic and ecological relationships that constitute livelihood 'systems'. Understanding these systems, however, requires the free and voluntary co-operation/participation of those whose systems are being examined, and they must clearly see the advantages of sharing this information.

Disadvantages of the livelihoods approach are, therefore, that the participation so essential to the derivation of useful and constructive policy may be difficult and time-consuming to elicit, descriptors are difficult to quantify, and heterogeneity is extensive of livelihood patterns, even within the same geographical area, thus inhibiting generalisability. Nevertheless, UNDP has suggested that this approach holds considerable promise, and is piloting it in several countries.

Livelihoods and education

Implications for education systems are critical, since educating for 'jobs' (as an explicit goal for parents justifying educational investments in their children) while often controversial in the past, is today increasingly challenged by the need to build human capacity, not only for employability, but also for broader lifelong learning as well as for adaptive and 'coping' livelihood strategies in a fast-moving and complicated world.

The case for more integrated human resources development strategies, and several country examples of the application of the approach, have been put forward in the 1995 Report of the Secretary-General on Human Resources Development. HRD supply systems in the poorest countries, particularly formal education at the basic levels, are still designed primarily to prepare people for further education and for modern sector 'jobs' in contradiction to clear empirical evidence which shows that small fractions of primary school intake go on to secondary, and much smaller fractions to higher education and/or employment in the formal sector. Few opportunities now exist for adults, especially those with low formal skills, to recycle through education institutions, even though the need may be great. More effective linkage between education and sustainable livelihoods therefore becomes a central issue in social development and poverty eradication strategies.

Four areas are being looked at by UNDP as particularly critical for adult education programmes in becoming more receptive to the livelihood system needs of poorer communities. The first is to seek relevance of educational programmes to the feasibility and diversity of livelihoods in their own unique settings. As Carl Taylor and his colleagues documented in Zimbabwe, a home science teacher was dismissed when she set up a traditional kitchen outside the classroom. She was tired of teaching girls who had often walked a long way to class how to make sponge cakes and macaroni cheese. The total pointlessness of these recipes for the rural homes and culture shocked her. So she broke away from the formal education system, and began to develop, through extensive participatory efforts, a whole new system of empowerment through access to information which became internationally known as the Organisation of Rural Associations for Progress (ORAP). Such entrepreneurial educational efforts are increasingly needed at grass roots levels if formal education systems of the future continue only to empower relatively few people in poor communities.

The second step will be to provide equitable, well-tailored access to information on peoples' rights, to participate in policy dialogue, to legal recourse, to protection of assets and entitlements, and to basic social services. The Human Rights education effort has provided some experience base on which to initiate these kinds of approaches, as well as pointing up some of the difficulties.

The third is to educate more thoughtfully on the concept of vulnerability and risk management in relation to livelihood systems. There has been little consideration of the tenets of insurance as applied to livelihood strategies, except in advanced industrial economies. Exposure to experience in spreading liabilities, anticipation of shocks/stresses to livelihood, and to ways of explicit planning for eventualities on the basis of collective cultural experience is a potentially new field for educational agencies in poorer areas.

Finally, the promise of new information technologies is opening many new doors in bringing information to the most remote communities. There is new evidence from North America that the number of people who regularly access the Internet through points other than home, office or school has nearly tripled in the last year. This growing phenomenon of "alternative points of access" such as libraries, museums and civic organisations, illustrates the heightened need for access to this medium, and suggests a burgeoning democratisation of the INTERNET from personal to community life.

The rapid spread of INTERNET cafes and parabolic antennas in peri-urban, even rural areas in Morocco is one indication of the speed at which these technologies are permeating developing countries. A major brake on this process is insufficient rural electrification, solutions to which may of course pose further threats to fragile environments.

UNDP through its Sustainable Development Networking programme has provided INTERNET access for several developing nations, and through its LISTSERVS in connection with the Social Summit, Beijing and Toronto Conferences has opened up UN deliberative mechanisms to the nascent democratisation and new ideas implied by this fresh and more participatory access. UNDP is also exploring with UNESCO and NGOs such as the International Council for Adult Education alternative means for bringing educational materials to remote areas through land-based or satellite communications, and for linking island nations and communities through INTERNET for example in the Caribbean region. These newly available methods can bring information out to people where they live. If they do not yet reach directly into the poorest areas, they offer new opportunities for 'railhead' strategies, where information can be packaged electronically via INTERNET or email to information 'railheads', for various forms of repackaging by dissemination strategies appropriate to that particular location/community (e.g. copying, newsletters, verbal summaries etc.). Articulation with educational systems becomes, of course, an essential part of any such strategy.

SESSION 2: IMPLICATIONS FOR ADULT EDUCATION PROGRAMMES OF THE CHANGING WORLD OF WORK

Policy Directions for Reforming Vocational and Technical Education in Korea

Ikhyun Shin

Foundation of Vocational-Technical Education: Two goals in the preparation for the world of work

Every culture has its own vocational education and training system. In most cases, it emphasises two distinctive features: how to lead individuals to develop job skills, and how to organise and manage systems to cope with these individual necessities and their fundamental societal goals.

Skill development for jobs: individual necessity

Education and training may be an ideal bridge towards a given trade or occupation. The vocational and technical schools play a vital role as functional vehicles to a prosperous job market by providing the general and specialised instruction to students who are seeking their career paths for their own good reasons. Such schools may offer various courses, the completion of which is a prerequisite to the world of work.

Schools have been established, which impart vocational training other than academic learning, and respond to individual needs for better job skill development. Such schools may vary greatly as to the types of course provisions and duration of vocational training. Part-time and short courses help students to develop their specific career goals further, and these help to meet individual student needs with respect to the development of better job skills and competencies.

Efficiency and effectiveness: management goal

The educational system may be characterised in terms of how it organises the following elements of the system: structure of the educational system, curriculum content, financing, student supports, private ownership and management, regulating mechanism for management and decision making. All these generate different strategies or pathways in developing an educational system. One general aspect that we can easily identify is that all these educational efforts aim to maintain efficiency and effectiveness, especially in terms of management.

Current status and problems of vocational and technical education system

The Korean system aims to realise the above two fundamental goals of vocational and technical education and training. However, the conditions under which the vocational and technical education and training system operates are not favourable to reaching these two goals. A brief understanding of these conditions that the Korean system is confronted with will be made first. Subsequently, new policy directions will be proposed to highlight the system.

Unfavourable social circumstances and technical manpower shortage

In the Korean labour market, the grand total of manpower is in surplus, whereas craftsmen and technicians are insufficient. In comparison to the services business sector and the large enterprise, manufacturing industries and small-to-medium sized companies suffer from the lack of skilled manpower. The working ratio of the manufacturing plants, especially that of small-to-medium-sized companies, is below eighty percent. The shortage of craftsmen is dealt with by inviting foreigners as industrial technical trainees and by inducing illegal foreign workers to the domestic plants.

The severe shortage of craftsmen and technicians, despite surplus in the total manpower, arises as a result of the structural contradiction within the educational system, the major supply source of manpower. While college graduates suffer from under-employment, there is a shortage of highly skilled technical manpower, and high school or professional college graduates are not sufficient to fill these manpower gaps.

Conventionally, low social appreciation of work and technology, and preference for management and clerical positions, work against the development of a sound vocational education system. Employment practices that respond solely to interpersonal relations, family background and college graduation connections limit the development of an ability-based and certificate-sponsored society.

Globalization places new demands on the development of an educational system in which technicians need to be trained if they are to gain a powerful and competitive edge in the world market. Many new issues are being raised with respect to the role of the training system to cope with the World Trade Organisation

(WTO) for meeting manpower demands from the industrial sector and for enhancing efficiency and effectiveness in operating the vocational and technical education system.

Overall features of the educational system

General high schools are more populated than vocational high schools. The former have sixty-eight percent of the total school population, whereas the latter have thirty-two percent. This is a distinctive example of not responding properly to the manpower demands of an industrial society. Educational and societal circumstances promote credentials, a college examination preparation and a specialisation in humanities as the best form of education. Vocational and technical courses are treated to be less important. Subjects in vocational and technical education that encourage the development of job aptitude and career interests are scarce. These should be enhanced through sincere efforts to understand the world of work and technology. Students' understanding of such aspects is often superfluous. Vocational high schools fail to function as a job training system since they lack connections to higher learning, even though vocational high school graduates aspire to enter continuing education. Vocational high schools lack the attention of the government. A natural consequence is that only those students enrol who come from poor social backgrounds and are hence not fully prepared for a general high school education.

There is a neglect of career education, so that students' career paths cannot be identified according to their respective job aptitudes and abilities. Responsible career guidance that leads to reasonable career decisions is lacking.

Admission quotas are lower for natural science and engineering majors than for liberal arts and social science majors in higher educational institutions. This is still a distinctive feature of higher learning. The high-tech specialisation quotas do not meet the demands of the related industries. Retraining and producing industry-oriented technical manpower is being emphasised at the cost of plant-oriented skilled technicians and their on-the-job training. The conventional four-year colleges are ineffective in managing theory-based education.

Problems in vocational education and training

The vocational curriculum focuses on theory rather than on practical experience. Industrial field experiences are often based on routine practices due to shortage of time, insufficient curriculum and the lack of a supervisory system. Scarcity of facilities is detrimental to the development and promotion of experimental education. An over-emphasis on general education hinders the development of positive attitudes and ways of thinking towards the world of work. The disparity between the educational standards expressed in the curriculum by the Ministry of Education and the technical certification standards of the Ministry of Labour causes confusion in school education.

There should be a pool of vocational teachers. But those who have the potential to be good teachers do not enter the educational system because of low social status and unfavourable working conditions. On-the-job training or in-service education for vocational teachers is quite limited. A lack of school-industry co-operation in the trainer courses also means that the teachers lack practice-oriented education.

The private sector is faced with similar problems. The major causes of decrease in the number of potential vocational trainees is the increase in those who advance to the upper level of the school ladder. Vocational training in the private sector and workplace training is decreasing due to burdensome regulations and fluctuating training needs. The training activities resemble those of schools. In effect, the curriculum for vocational training becomes theory-bound. The national certification standards on the technical qualification tests deviate from industrial demands. The certification standards are not appropriately based on job analyses.

Policy directions for the reform of the vocational and technical education

The above mentioned problems require concrete solutions. The following suggestions have been made as an effort to deal with these problems.

(a) *Overall approaches*

Reintroduction of the dual educational system for the renovation of vocational and technical education

The overall features of the vocational and technical education system should be changed in the perspective of continuing education.

The distinctions of the educational system should be as follows: The elementary and middle schools should teach students to develop their aptitudes to work as well as develop their interests in technology. They should help more than half of them to advance to the world of work. More educational opportunities should be available for vocational high school graduates helping them to work out their career goals while they are working and studying in the continuing education system. They should develop their job skills in order to cope with the ever-changing job world. Advancement to the learning society will be fostered especially for those workers in the workplace who are striving for obtaining further education. A graduate school, whose major role is to train higher level managers to refine their job aptitudes, will be established at the Korean Polytechnic.

The certification system of technical skills and competencies should be designed in harmony with the new educational ladder system of vocational and technical education: vocational high schools leading to two-year professional colleges, and Korean Polytechnic for further professional development.

- Technical certification: Skilled worker → Technician → Technologist
- Interchangeable between certificate and academic completion
- Academic completion: Vocational high school → Two-year college → Korean Polytechnic

Effective management of those vocational courses in general high schools

Vocational and technical education opportunities should be expanded to students who may not enter colleges and universities. Other educational opportunities, such as vocational training centres, vocational schools, technical academies, should be established and full support should be extended to them.

Autonomous management of the school system

The school system should expand its educational authority and offer education to all students, allowing them to maximise their growth potential. Self-regulated management of the school system and open-minded implementation of well-shaped educational policies should fasten this policy suggestion.

The school system should be established to allow all students to learn what they want to learn in accordance with their aptitudes, abilities, and hopes. Schools should change from inflexible operation practices to adaptable ones, that induce students to more flexible learning. The system should open its doors to public governmental organisations, social associations, and other participants, and invite their participation in the management of school education.

Diversification of the vocational training system

Rather than concentrating only on job entry training, the public vocational training system should be changed to play a major role in the retraining and upgrading of training. It should expand its functions further to take part in the training of women in the workforce, precarious workers, and specialists. Its functions overlap with those of school vocational education. The private vocational training should maximise its efforts to train craftsmen.

Establishment of the effective career education system

Systematisation of career education should take place in every school, and effective supports for the system management should be provided for. Career awareness should be completed in elementary schools by providing students with opportunities to study the world of work and build a foundation of vocational aptitudes. Career paths should be explored into the context of the world of work, job, and technology and in accordance with students' aptitudes and abilities at middle schools. Preparation for the job world should be completed at the high school stage by selecting appropriate paths, such as job preparation or advancement to colleges or universities. Career guide centres or counselling offices should be expanded to provide students with career information and counselling. A kind of career education research centre should be established to raise the effectiveness of career education at schools.

Reinforcing incentive system for vocational high schools

Free education or direct financial support to students should be provided for the improvement of vocational training at the high school level. Continuing education opportunities should be expanded to vocational high school graduates. Various policies, such as deregulation of vocational training, should foster and support new business, tax exemptions, provision of fringe benefits. These need to be developed and implemented for that purpose.

An efficient implementation of vocational high school curriculum should be made. A curriculum based on an on-the-job analysis needs to be developed and managed thoroughly. This would train craftsmen for meeting industrial needs directly. Certificates for craftsmen can be offered to vocational high school graduates without forcing them to pass the certification test. This can be provided through a combined curriculum. The curriculum should be developed with an emphasis on a job cluster approach, necessary to educate technical manpower in the age of technology. The general education component of vocational curriculum should meet industrial needs and adopt a holistic approach to the education of individuals, including practical composition, industrial mathematics and professional ethics.

Reinforcement of the support system for better vocational and technical education
The Bureau of Vocational and Technical Education should be established in the Ministry of Education to maximise the effectiveness of the support system for vocational and technical education. The bureau is expected to administer all vocational education institutions including vocational high schools, two-year professional colleges, Korean polytechnic, and other public vocational training organisations. A national vocational education research centre should be established to develop training methods, training materials and assessment tools, and to support the training activities in vocational high schools, two-year professional colleges, and four-year colleges.

Vocational and technical training activities need to be legalised through various acts, such as the School Education Act, the Vocational and Technical Act and the Continuing Education Act. The Vocational and Technical Education Council should play a crucial role in maximising the cooperation between these activities. The links between schools and industries should be strengthened through the Industrial Education Committee at each provincial Chamber of Commerce.

Sound industry-school co-operation
The industry personnel should take part in curriculum development in order to express the industrial needs fully. A legal framework should be sought for the development of field education curriculum based on a sincere industry-school co-operation. Legal frameworks should be improved to exchange personnel, especially for co-operative studies and researches between the industry and the school.

International co-operation for the development of vocational and technical education
The technology level should be enhanced by periodically exchanging technology and technicians with advanced countries. To realise the above-mentioned policy direction, new technology should be sought on the basis of exchange schedules established according to technology area and nation.

Technologies and technicians should be exchanged between the developing countries in order to make progress in technology development and to cooperate in economic development. Long-term technology training and programmes initiated by Korea for vocational and technical education managers in the developing countries should be made more effective. Vocational and technical education professionals should be dispatched to the developing countries to supervise the technical training activities in those countries.

(b) Specific efforts
Provision of opportunities for more higher learning
Higher learning should have two channels: regular academic studies and researches, as well as continuous vocational and technical training.

Colleges or universities for continuous vocational and technical training should have an open system, which allows technicians to learn what they want to learn regardless of the time slot they want to get into. The diversity of college provisions should be offered in part-time courses, night classes, sandwich courses, and other courses. These colleges should be reshaped to meet the manpower needs of technicians, including those of the Korean Polytechnic. The industry and the government should support colleges, which supply the industrial technicians.

Two-year professional colleges should have two different types of programmes: three-year programmes for general high school graduates and two-year programmes for vocational high school graduates. The latter should be linked to Korean Polytechnic and to vocational high schools as well.

Establishment of Korean Polytechnic

The Korean Polytechnic is designed to produce excellent technologists who can effectively control all production practices in plants.

By establishing the Korean Polytechnic, it is expected to share the supply of manpower more appropriately: technical high schools for the training of craftsmen, two-year professional colleges for technicians, Korean Polytechnic for professional technologists, four-year colleges for engineers, and graduate schools for scientists. After a pilot operation of the Korean polytechnic, its expansion into an industrial complex is expected.

The Korean Polytechnic should be diversified according to industrial specialisation. It should focus on: enhancement of job performance abilities in accordance with the changes in the industry structures, training of technologists as total controllers of the production line, and ample opportunities for the betterment of job performance abilities of all craftsmen and technicians.

Basically, all employees in various industries should be admitted to the Korean Polytechnic. Technical high school graduates are the first choosers. Achievers at the vocational training centres should be selected according to the admissions policies established by Korean Polytechnic. Students should be selected on the basis of recommendations of high schools and employers, high school records, tests on practical skills, and interview results. Various certificates of professional development should be conferred, along with academic degrees, right after the completion of academic and practical study at the Polytechnic. In contrast to academic degrees of four-year university, professional degrees should be granted to demonstrate professional achievements.

The current grade system of four-year colleges should be the requirement for Korean Polytechnic graduation (140 grades). Professional subjects should be organised around the improvement of practical skills. General education should be reduced and professional studies should be expanded to seventy percent level at four-year-colleges. General education should emphasise common knowledge and liberal arts by providing Vocational Ethics, Employee-employer Relations, Industrial English, and Industrial Mathematics as major subjects in those areas. Culture studies and foreign languages should be taught to improve the job performance of professional technicians. Automobile, semi-conductor, welding, and some other industry-related technical fields will be provided. Four year of study should be a standard, but the actual study year could be adjusted based on students' needs. Academic duration should be reduced. Various flexible instructional divisions, such as evening classes, seasonal classes, and part-time classes, will be provided on a year-round basis to allow students more free access to the polytechnic. Sandwich classes should be operated in the Polytechnic and, in turn, in the industrial plants. Classroom learning and field experiment learning activities should be provided in various places, such as industrial plants or in four-year college campuses, and other related facilities.

The central government, provincial governments, public service institutes, industrial management bodies, and schools should help Korean Polytechnic to satisfy the diversified technical requirements of the industrial society. The shared roles of each body should be as follows: The central government, provincial governments, and other public training centres will provide financial supports and publicise the training activities. Students will share the training cost. Korean Polytechnic will play a role in education and research, especially in cooperation with industries. Industrial management bodies will identify the manpower needs and bear the expense of training activities. Schools will manage the educational practices to avoid the destruction of their training efforts and care for students to improve their academic performances.

The number of full-time professors should be reduced and part-time lecturers should be chosen from four-year colleges, industrial workers, and other professionals. A legal base should be provided to introduce able professionals into training activities of technicians, since vocational and technical education needs to meet the requirements of industrial development in the age of fast technological innovation.

Re-establishment of the technical certification system

A five stage technical certification system should be provided comprising certification of skilled workers, certification of technicians, certification of technologists, certification of engineers, and certification of scientists.

The certification of skilled workers should be matched to the graduation of vocational high schools, technicians to two-year professional colleges, technologists to Korean polytechnic, engineers to four-year engineering colleges, and scientists to graduate schools. Graduate degrees should be equivalent to technical certificates, introducing standards into the school education curricula. Industrial workers' experiences should be evaluated and assessed as equivalent to graduate degrees. Certification should be developed as a tool to motivate the development of vocational skills and knowledge.

Dualization of Technical High School System

Re-characterising technical high schools has been pursued in order to bring about fundamental changes in vocational and technical education during the recent four years. Technical high schools are going to be changed to take over the roles of basic technical education system. The major functions are expected to be shared by the schools (general and theory-bound instruction for two years) and the industry (common skills and production line training for one year) co-operatively. These approaches are all to meet industrial needs along with educational or training requisites for well-trained manpower. Curriculum innovation and diversification of the programmes are the major features of the system. The curriculum for the technical high schools is to be based on the field job analysis. The overall curriculum contexts is going to be reshaped from a theory-bound conceptualisation into the field experience-orientation. Professional subject matters should be selected according to practical skill development instead of theory-bound understanding. Various courses, such as day classes, evening classes, and seasonal classes should be introduced to provide diversified educational opportunities.

The industry is expected to conduct one-third of the total instruction activities, sixty-eight grades out of the total 204 grades. The instruction at industrial sites should basically maintain the school-bound form. However, the actual stages should be diversified into skill improvement training, cultural studies, and supervision of individual lives. The skill improvement training should be divided into courses for common basic skills improvement at in-plant training centres and adaptation courses on the production line.

The instruction or training activities in industries is primarily the responsibility of the Chamber of Commerce. The Ministry of Education, the Ministry of Labour, and the Ministry of Commerce and Industry will supervise all training activities. The training activities in industries are facing problems of assessment. A five-stage rating scale for assessment should be adopted. Attitude development should be assessed along with skill development. The assessment results should be sent directly to the schools for record-keeping.

The placements for field education will be conducted on the basis of co-operative contracts between the industries and students. The industries should cover the expenses of training and provide the training facilities and other material required.

The curriculum for technical high schools will be changed in order to combine the existing certification system into graduation. For this purpose, a job analysis on industrial sites should be conducted periodically. The certificates should be conferred right after completion of learning activities.

Students will be selected according to school records, the results of the entrance examination, and interview. School records will consist of academic performance in middle school days, aptitude test results, interview records in relation to advancement to high schools, and recommendations for admissions assessments. Student quotas should be adjusted according to employment changes and manpower demands in the district. The related governmental offices should work together to identify the regional manpower needs and thereafter identify student quotas accordingly.

The system is expected to be used as a main track for more than half of the students in the vocational and technical education system. The establishment of a school ladder system of vocational high school, two-year professional colleges, and Korean Polytechnic should be the prerequisite for successful management of vocational and technical training.

Scholarships and betterment of facilities should be provided. Social and institutional reforms should be sought for the productive improvement of working conditions that favour technical skills.

Training of vocational teachers

Teachers are expected to participate in upgrading their own training activities. Vocational teachers' training centres or institutes should be established to prepare teachers to meet current demands. Organisations should also function as on-the-job or in-service training centres. Vocational teacher colleges and graduate schools should be established. On-the-job training for vocational teachers should be planned and implemented.

Questions on the Korean experiences

The following questions should be reviewed continuously and proper answers should be sought for better vocational education and training in Korea.

- What are the major issues facing the educational system in relation to the world of work?
- How should the educational system manage or operate the national manpower needs?
- What are the major functions of the educational system in formalising individual needs?
- What are the ideal types of relationships between industry and school in the preparation of a job?
- How should educational efforts be designed to prepare for continuing education?
- How effective is the school system?
- What are the likely effects of alternative policy strategies in establishing sound relationships between industry and the educational system?
- What lessons can be learnt from the past to guide the future?
- What will be the appropriate function of the educational system within a particular country context, and how can the sub-sector be best positioned to maximise the national or industrial benefits?

Changes In The World Of Work And Their Implications For Formal TVET

R. Barry Hobart

Introduction

The world of work is in a constant state of flux and change. Technological development is introducing new skills and making others redundant; the high rate of unemployment is demanding new training and retraining; the shift from rural to urban employment requires a change in competencies and life style; migration and the displacement of peoples around the globe need a reorientation to a different sphere of the world of work: all these, and other factors, demand commitment to and provision for life-long technical and vocational education. The world of work requires that its participants be given the opportunity for constant personal and vocational development if the plague of unemployed and redundant workers is to be avoided. However, life-long learning requires personal commitment and motivation, that will only develop when such learning is rewarded. Further, all our efforts to make continuing technical and vocational education a reality in our societies will fail unless people develop the attitudes and values that encourage them to make the commitments necessary to engage in this area of education. Along with such attitudes must be developed the necessary self-directed learning skills.

Much has been said and written about initial and continuing technical and vocational education; not as much has been done to provide for it. Nevertheless, job change is becoming essential for most people and the prospect of working in five or more different occupations in a life time is becoming the norm. This obviously has significant implications for the establishing of career paths and for the gaining of sufficient experience within an occupation to be able to move up into senior management positions.

This paper looks at the major trends, changes and issues in the world of work, and their implications for formal technical and vocational education, and the flow on to technical and vocational teacher education and training. These changes can be considered under the following three headings. These are:

1. The new technological, economic, political, social and educational developments that have taken place in the past ten years and their impact on technical and vocational education.
2. The implication of these developments for technical and vocational education - both formal and non-formal.
3. The ramifications of these two dimensions for programmes of technical and vocational teacher education.

From these stem the following issues: socio-economic issues, world of work issues and educational issues.

Educational issues

Reflection upon these issues confronts one with the extensive changes that have occurred in the contexts of technical and vocational education and the challenges these present to the establishing and maintaining of effective technical and vocational teacher education programmes. Not only are the changes extensive, but also those changes permeate every element of the learning programmes, both formal and non-formal, that are designed to prepare people for, and maintain their efficiency in, the world of work. This is the mandate of technical and vocational education.

The social and political changes have significant implications for technical and vocational education. For example, the social context of technical and vocational education is increasingly that of persons foreign to the immediate culture and language. Such a development has considerable ramifications for the teaching/learning processes to be applied and the concomitant expertise of the teachers. This inevitably must flow on to the nature and content of teacher education programmes. Again, the political developments around the world are probably more far-reaching than have occurred at any other similar time in history. Such changes not only have significant implications for the provision of access to technical and vocational education, but also for the content of curricula of technical and vocational education programmes.

With respect to changes in the world of work, not only has technology impacted extensively upon the knowledge and skills needed for employment, but, even more significantly, the precarious nature of employment, and the extent of unemployment with no available work; these have profound effects on the type of technical and vocational education programmes that need to be offered, and the teaching/learning strategies that need to be employed. Increasingly, the implications of changes in the world of work for technical and vocational education point in the direction of life-long learning and continuing and recurrent technical and vocational education. Such a direction requires the continuing professional development of teachers and trainers, and even of shop-floor supervisors whose responsibilities include the support of the on-going change and development of the competencies required by employees. These personnel responsible for the development of competencies in people to perform effectively within the world of work, need to be familiar with that world of work and its changes.

Educational issues have also come to the fore. New training technologies have emerged. For example, distance education is being seen around the world as a valuable means of extending the availability of technical and vocational education. Again, the increasing power and flexibility of computers hold out considerable hope for individualising learning and for extending the reach of available expertise. The need for the constant revision of technical and vocational education curricula, for more efficient ways of profiling occupational skills, for providing bridging and remedial courses for career development, and many other such needs, constitute challenges to the educational processes that are employed by technical and vocational education, and, thus, to the preparation of teachers to meet those challenges.

Socio-economic issues

Social issues

- Increase in private enterprise and market economies.

- Migration.

- Dislocation of people - refugees.

- Globalization of work.

- Urbanisation.

- Education must be provided that ensures the appropriate distribution of wealth from economic activity.

- Education for the world of work must:

  - provide for the non-work experiences and times of the worker;
  - support the effective participation of the worker in the political and social arena;
  - enable the worker to support democratic developments and processes within the nation;
  - support the on-going self-actualisation and personal fulfilment of the worker;
  - support the ethical commitments needed in effective and efficient employment, management, political leadership, union leadership, job placement etc.

Implications for technical and vocational education:

- Technical and vocational education courses must include in their objectives the understanding of the workings of market economies and the responsibilities to be assumed personally for effective and secure employment in the private sector.
- There needs to be the provision of intensive language courses; courses designed to assist social integration and the appreciation of other cultures; courses designed to assist the transfer of skills, courses for the unemployed, and community education courses.
- Courses need to be offered, and relevant material included in other courses, that lead to multi-cultural understanding.
- There needs to be a greater flexibility and responsiveness in the technical and vocational education world to change and development.
- Life-long learning and the provision of courses for developing more sophisticated knowledge and skills in the various occupational courses must be ensured.
- There must be the removal of barriers to on-going technical and vocational education and to higher education.
- A broader appreciation of the value and status of jobs, and work must be developed.
- The power of professional associations and societies to place barriers and blockages in career paths must be decreased.
- The curricula of technical and vocational education and of general education must be broadened in order to develop a reciprocity among technical and vocational education, general education and higher education.

Political issues

- A clear locus of control of adult and continuing technical and vocational education in government administration.
- Co-operation between ministries responsible for the training of people for and in the world of work.
- Legislation needed to support effective education and employment of women and the disadvantaged
- Government support of the non-formal sector.
- A genuine partnership between technical and vocational education institutions, governments and private enterprises needs to be developed, and maintained.

Implications for technical and vocational education:

- Appropriate personnel from the world of work need to be included in various aspects of the management of technical and vocational education and in curricula development.
- Periodic work experience for technical and vocational education students in the world of work needs to be provided.
- Periodic work experience for teaching personnel within the world of work needs to be a requirement for technical and vocational education teaching personnel.
- Clear co-operation and partnership among different training institutions responsible for developing the knowledge and skills needed for different sectors of the world of work, needs to be established.
- Clear sections within government need to be identified that assume the responsibility for the support and development of non-formal technical and vocational education.

World of work issues

Changes in employment conditions

- People with precarious employment.
- People without jobs and without work.
- Restructuring of the economy - primary to secondary to service.
- Restructuring of an employing institution.

Implications for technical and vocational education:

- The need for supplementary courses to expand and deepen a person's existing technical and vocational education knowledge and skills.
- The need for effective vocational guidance, career education, job placement experience, and some vocational education experience in general schooling.
- The provision of day-release by the employers for employees in order that they may up-date their knowledge and skills.
- Restructuring needs to be anticipated and incorporated into government planning for technical and vocational education.
- The employing institutions need to provide, or contract the local technical and vocational education institution to provide, appropriate courses for the different knowledge and skills required as a result of the restructuring of the economy or of the employing institution.

Changes in employment contexts

- Job preparation in rural settings.
- Job transition to urban settings.
- Unemployment with no work.
- Employment in small enterprise.
- Work in the informal sector.
- Individual and collective self-employment.

Implications for technical and vocational education:

- Appropriate strategies for providing technical and vocational education for the unemployed.
- Provision of learning that develops basic numeracy and literacy skills.
- The provision of courses, with appropriate strategies for delivery, for developing the knowledge and skills needed for forming and managing a small business enterprise

Special Groups

- Migrant workers.
- The disadvantaged in the world of work.
- Women in the world of work.

Implications for technical and vocational education:

- The need for language courses and courses in understanding and appreciating the local culture.
- The need for courses that help the orientation to different applications and contexts of existing job skills, and for broadening, deepening or changing job skills.
- Strategies of delivery need to include intensive courses, weekend courses, night courses, full-day courses, small classes, individual tutoring, individual assistance, on-the-job training, conversation classes, in-house courses, etc.
- Courses need to be developed in job seeking skills, interviewing effectively, etc.
- Provision needs to be made in terms of psychological counselling for helping people to adjust to the trauma experienced by some migrants and displaced persons.
- Technical and vocational education must open up its training in traditional male jobs to encourage the participation of women in these classes.
- The provision of assertiveness classes for women, and in some developing countries, basic education in literacy and numeracy for women.

Changes in job skills

- Mechanisation of work
- Computerisation of jobs
- Globalization of work
- Restructuring of work
- Technological change
- Globalization of job skills
- The new international division of labour

Implications for technical and vocational education:

- Technical and vocational education must improve its strategies of delivery that increase the transferability of knowledge and skills.
- The provision of computer education.
- There must be a significant development in the recognition by educational institutions of the qualifications and experience obtained in foreign countries.

Educational issues

General

- Globalization of technical and vocational education curricula.
- Methodological developments:
  - Distance education;
  - Computers and learning;
  - Competency-based education.
- The need to provide life-long or continuing technical and vocational education.
- The need to increase the status of technical and vocational education.
- The need to tie general education more closely into technical and vocational education.
- The need to ensure that technical and vocational education can lead on to higher education.

- Increasing the transferability of skills.
- Increasing the effectiveness and efficiency of the teaching/learning process.

Technical teacher education

- The need to keep teachers relevant to the contemporary world of work.
- The need to prevent unsuitable persons from becoming vocational teachers and trainers.
- Increasing the status of technical and vocational education teachers.
- Increasing the wages of technical and vocational education teachers.
- Providing for world of work experience for technical and vocational education teachers.
- Improving the selection criteria and procedures for technical and vocational education teachers.
- Ensuring the contemporary relevance of the knowledge and skills of technical and vocational education teachers.
- Establishing a career path for technical and vocational education teachers.

Implications for technical and vocational education:

- The need to provide courses in curriculum development in teacher education.
- Strategies of delivery must be flexible and meet the varying needs and commitments of teachers. These strategies need to include off-campus offerings, in-house training, intensive courses, job-specific courses, night courses, weekend courses, distance education, etc.
- There must be the provision of continuing pedagogical education for teachers.
- There needs to be better recruitment methods for teachers, better teacher preparation, better pay, etc.
- Technical and vocational education teachers need to be involved in consulting and other world of work projects and assignments.
- Technical teachers need to receive sabbatical-type leave for further experience and obtaining new knowledge.
- Technical and vocational education needs to assume the responsibility to sell itself to the community at large, and to the political world, and to convince them of the role and importance of technical and vocational education.
- Technical and vocational education must put into place strategies and agreements that increase co-operation with enterprise.
- There must be increased co-operation between general schooling and technical and vocational education.
- There needs to be increased co-operation between higher education and technical and vocational education.
- Higher education must credit prior learning and experience, and recognise and credit the value of learning in technical and vocational education institutions.
- Technical and vocational education must ensure that its standards are suitable for the recognition by higher education of its qualification.
- Students must obtain an appropriate level of generic skills and generalisable knowledge.
- Students must be given real-to-life learning experiences.
- There must be a more scientific and comprehensive method of the recruitment of technical and vocational education teachers.
- Provision must be made for appropriate university education at the highest level, for potential technical and vocational education teachers accompanied by more flexible entry to higher education.
- Curricula in technical and vocational education institutions and in technical teacher education must be constantly revised.
- The pedagogical knowledge and skills of technical and vocational education teachers must be extended.

In the light of the above dimensions, important aspects of technical and vocational teacher education and training come to the fore. These include:

- Valid and reliable ways of selecting appropriate personnel for technical and vocational education teaching,
- Inducting new teachers into their employment arena and initiating them to the new profession of teaching,
- The technical knowledge and skills and work experiences needed for technical and vocational education teachers,
- The pedagogical knowledge and skills required by technical and vocational education teachers and trainers, and the means for developing this area of their professional competencies,
- The nature of, and provision for, the career development of technical and vocational education teachers.

Suggested TVET teacher education programme

Selection of teaching personnel

- Determining appropriate selection criteria for specific technical and vocational education teachers
- Designing, or obtaining, valid and reliable instruments to measure that criteria
- Measuring the relevance and value of employment experience
- Deciding on essential qualifications
- Using a broad range of measures for judging the value of an applicant

Induction

- Assisting the new recruit to become oriented to technical and vocational education
- Relating the new recruit, as appropriate, to the world of work
- Ensuring that the new recruit fully understands the employer's requirements and how they are to be implemented
- Informing the new recruit fully of the conditions of employment
- Assisting the new recruit to establish appropriate professional relationships with colleagues

Initiation

- Orienting the new recruit to the fundamental processes of classroom teaching
- Orienting the new recruit to conducting workshop and laboratory sessions
- Assisting the new recruit to develop skills in information search: the use of libraries, references, journals, instruction manuals, etc.
- Guiding the new recruit in the processes of developing, preparing and using teaching materials
- Assisting the new recruit to develop the skills necessary to undertake a teacher education course, such as completing assignments, developing writing skills, presenting ideas logically and to the point, etc.

The teacher education course

Technical knowledge and skills

- Providing for the upgrading of technical knowledge
- Providing for the upgrading technical skills
- Developing new technical knowledge
- Developing new technical skills
- Broadening the ability to apply existing technical knowledge and skills

Pedagogical knowledge and skills

Setting objectives

- Undertaking, when appropriate, a job analysis
- Developing skills in task analyses
- Setting appropriate cognitive objectives
- Writing and using relevant affective (attitudinal) objectives
- Constructing psycho-motor objectives (skills)

Psychology of learning

- Understanding and applying the concepts of motivation
- Understanding and applying the essential principles of reinforcement

- Understanding and applying the factors that lead to improved retention of learning
- Applying the teaching methods that lead to a greater transfer of learning
- Determining the logical structure of content and of the sequence of the lesson
- Understanding and applying the essential principles of effective practice

Psychology of work

- Understanding the principles of achievement motivation
- Encouraging an appreciation of the need for co-operation in the work place
- Appreciating the need for and value of authority
- Encouraging the development of attitudes that support the need to accept responsibility
- Engendering confidence for the taking of initiative

Sociology

- Being able to explain the factors that determine classroom climate
- Being able to analyse the organisational climate of an institution and the factors determining that climate
- Understanding and using group dynamics

Communication

- Improving oral skills
- Developing and refining written skills
- Understanding and applying effectively the factors involved in successful interviewing
- Developing skills in win-win negotiating abilities

Methodology

- Conducting effective demonstration sessions
- Imparting cognitive concepts
- Supervising effective and efficient practice sessions
- Giving appropriate and continual feedback
- Conducting workshops and laboratory sessions
- Setting and supervising relevant projects
- Designing and constructing job sheets
- Supervising student placements in the world of work in co-operation with in-house personnel
- Understanding and applying, where appropriate, competency-based education
- When appropriate, understanding and applying effective distance education strategies
- Being able to use the computer in the teaching/learning process

Evaluation

- Developing effective instruments and strategies for formative evaluation
- Developing effective instruments for summative evaluation
- Developing the knowledge and skills necessary for constructing evaluation instruments including:
    - objective tests
    - written assignments
    - practical assignments
    - oral tests
- Being able to determine the reliability of tests
- Being able to analyse the validity of tests
- Using both objective and subjective testing appropriately
- Estimating the economy of testing programme
- Grading assignments

Management

- Keeping student records
- Managing workshops
- Managing laboratories
- Managing equipment
- Planning
- Ordering
- Receiving and recording resources

- Supervising borrowing
- Maintaining the efficiency of equipment
- Preserving equipment

Career Development

Professional feedback and evaluation

- Using student evaluation
- Organising for peer evaluation
- Relating effectively and appreciatively to supervisor evaluation
- Designing an on-going programme of self-evaluation

A commitment to life-long learning

- Undertaking night studies
- Undertaking distance education studies
- Engaging in the world of work
- Undertaking sabbaticals

Conclusions

The above aspects of changes in the world of work and their implication on technical and vocational education and training, and on technical teacher education and trainer-training need to be analysed in the light of the many different country and cultural contexts in which they occur. This analysis will include implications for general education in terms of the prior preparation of persons for the profession of teaching; implications for the nature and extent of the co-operation needed by the employing world in providing for the initial and on-going occupational experience needed by technical and vocational education teachers; and the implications for government support and intervention in achieving the goal of an effective and efficient technical and vocational education system supported by well trained teachers and trainers. The analysis needs also be undertaken in reference to various case studies of effective technical and vocational teacher education programmes, and of the concepts, ideas and recommendations that have been made in the past two to three years by expert bodies in the arena of technical and vocational teacher education.

Adult Learning And Vocational Training In The Informal Sector In Developing Countries

Committee on Educational Research in Co-operation with Third World Countries, within the German Educational Research Association.
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Introduction

The structures and processes in which work and employment take place today are in a stage of change around the world. It can be observed that a growing proportion of the world's working population is in the informal sector, i.e. in work areas generally outside the sphere of state protection. This trend is further reinforced by the increasing globalization of the economy and a simultaneous dismantling of state responsibility, resulting from neo-liberal policies. Today there are already more than one thousand million people around the world who are excluded from formal working processes. Two-thirds of all those employed informally are women. Most of these women operate at the margin of subsistence with little marketable skill, no access to credit or proper marketing outlets and often under acutely competitive conditions. Particularly vulnerable among these women are those who bear responsibility for maintaining a household. Women are mostly excluded from training for the more lucrative jobs, where technical skills are provided. The training they receive refers mostly to the role traditionally associated with women, with limited economic potential. The special situation of women has to be taken into account when determining educational needs in the informal sector. When collecting data and determining educational needs in the informal sector it is therefore necessary to consider the special situation of women.

Since the informal sector is gaining in importance in the northern industrial nations, and the nations in the South have many years' experience in this area, the question arises as to whether the North can learn from the experience of the South. The concepts of teaching and learning that have relevance for the informal sector must be subjected to closer scrutiny if adult education is to take account of the altered working processes and the people involved in them. It must ask itself how a dignified life can be made possible outside formal conditions of employment and which educational strategies both informal and formal are conducive to this aim (What, why and how is learning to take place?). This call is addressed directly to all the disciplines of educational science, and in particular to adult education.

If one looks at the educational requirements of those employed in the informal sector and the educational measures that seek to satisfy these needs, it can be seen that a large proportion of those employed tend to be reached by non-formal rather than formal training schemes. Vocational training and job-specific competencies are thus acquired to a considerable extent outside of state schemes. Crucial significance can therefore be attached to the traditional forms of education and non-formal schemes. One of the main tasks of adult education in the 21st century should be to recognise this, to develop successful educational strategies further, and to become involved in bridge-building between the various existing forms of education and training.

Vocational competencies in the informal sector

(Wolfgang Karcher)

> *This section deals with some fundamental considerations on the general conditions, methods and contents of educational measures in the informal sector. These considerations are based on the fact that although today the majority of people tend to acquire the competencies essential for a particular occupation outside of the school system, the situation of these specific groups is largely ignored when designing learning programmes.*

For people in the informal sector, informal learning is characterised by its lack of structure, the absence of an underlying curriculum and the fact that no particular time is set aside for learning. Learning takes place within the family and the neighbourhood, on the street or as a "helping member of the family" in working processes. Here learning processes and socialisation overlap. Learning mainly comes about by children or young people being given tasks to do along with a few instructions on how they are to be carried out. Learning thus takes place primarily "by doing", i.e. on the one hand by active acquisition - rather than receptive learning - and on the other hand through the learners' own experience, by trial and error, generally without any reference to theory. A basic education is usually only present in fragments.

Unlike formal learning situations, in which to a certain extent standardised curricula are offered, the learning situation in the informal sector proceeds from the specific and in each case different working and living situations of the concerned group. The members of this group cannot respond to offers of training unless they can be integrated into their daily routine. This means that the learning habits of the group in question must be made the starting point for the development of teaching and learning strategies.

As a consequence a person-centred learning concept has to be established in which the interests of the learners and their opportunities for active acquisition of a particular set of skills occupies the centre stage. This orientation is also important because the structuring of learning processes appropriate to the situation cannot be achieved in any other way.

An appropriate teaching and learning concept can only be achieved through active involvement of the concerned group, i.e. through extensive participation. For, those groups are themselves best placed to formulate their needs and to define the limits of their possibilities.

Appropriate approaches therefore have to be designed differently according to the situation and for each specific group - particularly for women. A shift in values is therefore required away from extensive system concepts more towards a small-scale orientation. Gender awareness training should be conducted for women and men as organisers, trainers and beneficiaries of training, in order to overcome the traditional gender concept and promote equal access and acceptance for men and women in all sectors of vocational training and occupations.

In preparing educational programmes it should be borne in mind that the basic education in its present form is often full of gaps. For this reason it is necessary to examine in what way and in what form elements of a general basic education can be remedied. Apart from teaching literacy in the mother tongue this remedial help also includes acquiring one of the languages of global communication.

The content of learning should be designed so as to be mainly practical and in part productive, since these specific groups have to earn money and apply what they have learnt immediately. A combination of measures is therefore required that will have an impact on employment in the short and long term.

The service concerned or the product manufactured must be marketable so that the participants can survive economically. However, in order to exist in the market, the participants must at least have a rudimentary knowledge of business management.

Skills such as crafts and technical ability on the one hand and business management on the other develop from a set of general skills such as communicative and organisational ability, curiosity, creativity and perseverance. This means that without the latter, it is difficult to successfully implement the former. For this reason the training offered should not be limited to instrumental skills, but must extend beyond this and include more broadly based components. These courses should encourage and support the members of the group in question, strengthen their general competencies and thus develop their personalities step by step.

When selecting areas of training, it is necessary to react flexibly to the constantly changing market situation, so that the participants are able to obtain an income with what they have learnt. This is yet another reason why curricula can only be planned to a limited extent. They should concentrate more on specific stimuli rather than aim at results that are impressive in the long term.

The effectiveness of learning programmes should benefit from their being strongly incorporated into the work of social movements and that of self-help organisations of small enterprises and micro-enterprises. Isolated learning processes can easily remain ineffective.

In principle the tension between an economic and a pedagogical orientation remains. If the economic interest dominates, too little will be learnt; if the learning interest dominates, the orientation towards economic success will receive too little attention. It is therefore necessary to carefully balance the learning interest of the target group against the interest in economic success.

Learning processes that have an impact on employment in the informal sector are more attractive for many members of the group if they refer to or are combined with formal learning processes. On the one hand this means liberating learning processes outside of the school system from the stigma of reduced significance and, on the other hand, opening up formal learning situations for groups in the informal sector to a greater extent than before. Bridges should be built between these two areas, i.e. learning processes outside of the school system should in some cases be subject to certification, so as to give greater mobility to those entitled to them.

The relationship of mother tongue to the language of communication in basic education

(Gottfried Mergner)

This contribution concentrates on an important aspect related to the teaching and learning content that has hitherto received very little attention in educational and training measures: many people are excluded from decisive discourses by the fact that they are restricted to their mother tongue. In order to overcome this problem, an emancipatory system of adult education must provide offers of training that also enable people in the informal sector to acquire practically oriented skills in a (global) language of communication as well as in their mother tongue.

Basic mother-tongue tuition in primary schools and upgrading of mother tongue skills in regional and national communication are crucial and hence indispensable political and pedagogical requirements. The mother tongue provides the link between the first important learning phase (family or intimate learning phase) in a person's life and the second learning phase (basic education phase 1).

In many multilingual countries people that only have a knowledge of "their" minority language are at a disadvantage and may even suffer discrimination. Basic education should therefore complement lessons in the mother tongue with competencies in one of the global languages of communication. This will positively promote access to social resources, to avenues of further education and to social influence.

In the educational reality of many countries in the South and also increasingly for foreigners in European schools, a large number of people are becoming aware of a discrepancy between the insufficient quantity of lessons in the mother tongue and communication in the language that dominates in the relevant political, economic and cultural areas. Due to this discrepancy, early childhood learning potential and cultural self-confidence, which is mainly acquired in the family surroundings, is being negated or devalued. Many people in the informal sector are at a disadvantage in terms of their self-confidence and communication skills and suffer discrimination. If they then enter the field of cheap labour or the informal sector as "drop outs", then the discrepancy between the dominant languages and the person's "own" language resurfaces.

Communication in the broader areas of a "global" market and many areas of communication and information sources crucial to the market are based on global languages of communication, of which English appears to be establishing itself as the most important. Securing an economic existence therefore calls for practically oriented knowledge in a language of communication (e.g. tourism, relationships to foreign investors or "donors", acquisition of information). By being restricted to their mother tongue, people either remain outside these important areas of communication or need expensive language go-betweens.

The need for instruction in the mother tongue thus has to be linked with that for early training, in the most appropriate didactic form, in at least one language of communication - which should, if possible, be of global importance. If this is not made possible in primary school, the acquisition of such basic competencies then becomes one of the essential learning objectives of an emancipatory adult education system for all. The didactic and methodology of imparting language skills in a global language of communication must be directed towards the potential uses for the learners. The learners should be able to immediately experience the applicability of the newly acquired language skills. The development of simple (reduced) language units that are directed towards the potential uses - but which must not be "primitive" - requires co-operation in international research. It must analyse the respective learning prerequisites and conditions of the users as well as the possible situations where the language will be put to use. New didactic and methods have to be developed that give equal consideration to the everyday use of the language of communication and the learning conditions outside of the school system.

The use of old and new media should be incorporated into this learning process. Here research must concentrate on the difference between oral and written communication, which require entirely different skills and learning methods.

In Zimbabwe, for instance, the independently organised Association of Zimbabwe Women Writers has been performing exemplary work in imparting language skills in the form of workshops, conversation groups and opportunities for publication. This approach is also interesting in that it takes equal account of the further development of expressive skills in the mother tongue as well as oral and written communication.

Diversification of technical and vocational education

(Ullrich Boehm)

> *In order to cover the entire breadth of education and training requirements of those marginalised in the informal sector, this contribution pleads for fair competition in the field of technical/vocational education between the public, non-governmental and private suppliers. The introduction of minimum standards should help to guarantee a certain level of education.*

In most countries, the systems of technical and vocational education of adults are geared to the formal economy, although the majority of the working population have to make their living in the informal sector, in small and micro-enterprises or different modes of self-employment. In other words: the majority of the working population is neglected by adult education systems. Therefore, the existing systems and institutions of adult education and training must be diversified and opened for the people in the above target group. Various approaches of co-operative or dual systems, internships and job shadowing should be implemented not only with formal industry, but also with small and micro-enterprises.

Economic growth and rationalisation do not automatically result in growth of employment in the formal economy. Focusing adult education on formal employment is no longer justified. The new approach to adult education and training must help bridge the gap between demand and supply of employment. However: "There is no job; be self-employed" is no sufficient answer. Education alone does not help. Education and training must be combined with opportunities to gain work experience. Whenever possible, technical/vocational courses should be combined with support for business starters, with loan programmes, with "enterprise shelters".

The state alone is not capable of catering for the technical and economic variety of education and training needs. Therefore policy and legislation should open the adult and technical/vocational education market for a fair competition of private, non-governmental and public suppliers. Private suppliers of adult education and training include small production and service enterprises, training for profit institutions and non-profit institutions. For this large variety of education and training suppliers, minimum standards should be set up. However, a new overwhelming and paralysing bureaucracy should be avoided. Usually the small and micro enterprises can provide training which is closely linked to the market. In addition, the participants from the informal sector themselves know their needs better than civil servants in formal institutions. Therefore a market driven system which allows the "consumer" of education and training to choose between various courses offered by competing suppliers might be geared more closely to the world of work than might an exclusively public education and training system.

Technical and vocational education cannot be regarded as skill training only. Technical and vocational competence contributes directly to self-confidence and personal empowerment. The personal experience to "master" the production of goods and services might be more effective towards self-confidence than social and communicative adult education alone. Both - technical/vocational contents and social/communicative contents and methods should be combined.

Technical education and training should reflect the widening technological gap between the formal and the informal economy, and they should cater for both. In other words: simple and appropriate technologies should be fully integrated in adult education and training contents. Adult education should contribute to strengthening the bargaining power of employed and self-employed persons. It should support their motivation to build small and micro entrepreneurs' associations, trade unions etc. Courses for small and micro entrepreneurs and potential business starters should include not only technical and economic subjects, but also information and reflection on social and ecological standards. Globalization results in world-wide competition and world-wide information and entertainment systems. Adult education should provide world-wide information on economic, social and ecological conditions of labour.

Curricula overloaded with teaching/learning goals have not proved to be supportive. Instead curricula should be oriented to work tasks which describe products and services to be produced. This new method allows for the integration of theoretical and practical learning. It gives priority to hands-on experience rather than purely academic learning.

The methods of adult education and training for the world of work will resemble much more those learning modes which include learning from each other rather than from teacher alone, learning by doing, learning from personal exchange and debate, in a flexible, informal environment rather than in classroom only, learning by problem solving rather than by notes.

Government and non-formal education

(Gregor Wojtasik)

As it becomes increasingly clear that the formal education systems do not reach large parts of the population in many countries, even government departments are now starting to take more and more interest in non-formal measures of education and training and the planning of such measures. In dealing with this sub-aspect, an attempt is made to work out a balance between governmental responsibility and governmental influence in the field of non-formal education and training.

Government departments have an increasing interest in non-formal education, which has traditionally been initiated and organised mainly by non-governmental and voluntary organisations. This is connected to the fact that, according to statements made by these organisations, higher results are recorded than in formal education (e.g. regular participation of the learners and teachers, large numbers of successful participants, low "drop-out" quotas). In addition, non-formal education is regarded as more effective, particularly in terms of its accessibility and participation (in the sense of co-determination by the target group), a fact that is usually also acknowledged by government departments. Furthermore, it is obvious that non-formal training schemes are substantially less expensive than their counterparts (if available) in the formal sector. In the context of "Education for All" non-formal educational programmes thus take on crucial significance if efforts that are in any way realistic or honest are made to implement the catalogue of objectives passed in Centres in 1990. Particular attention should be directed towards the formation of bridges between the acquisition of effective vocational competencies and general education. The adoption of non-formal educational concepts into the formal system is not desired, since this would inevitably be associated with a reform of centralised educational administration and organisation. For this reason thoughts in government departments are turning towards "deformalising" the formal education system by integrating those components of non-formal education that are innovative and attractive as segments of formal education and training schemes. In addition, non-formal education is increasingly seen as assisting education in regions where government departments are unable to reach the concerned groups through formal education measures.

The foundations for non-formal education schemes and their successes are participation, in the sense of continuous co-determination, and the decentralisation in planning, developing, implementing and evaluating the schemes. Furthermore, they are also based on a more flexible design than formal measures and allow for innovation in terms of socio-political changes.

The strengths of non-formal education schemes lie in their organisational form. These schemes strive to carry out education at grassroots level, from the grassroots level and with the aid of people who are familiar with this grassroots level. In contrast, formal education is based on the principle of from 'the top downwards'. The concepts of non-formal education strive towards relevance to the learners, with both teachers and learners intended to fulfil teaching and learning functions. Formal educational programmes are designed with an object-oriented pedagogical basis. Even if "learner-oriented concepts" are employed, there is no escaping from the bipolar teaching/learning relationship, in which the teacher role remains in the centre as the decisive factor. The subject matter that is imparted and the strengthening of community feeling in non-formal educational programmes facilitates the questioning of socio-economic realities and socio-political conditions and structures. Motivation can thus be generated towards measures directed at change and these can also be implemented with the aid of the community.

Every government has the duty towards its population to organise educational programmes that enable the people to attain a basic education in order to render them 'intellectually viable'. An increasing withdrawal of the state from this responsibility or the continuing failure to realise this duty violates the state's protective contract towards its citizens and its duty to provide education as a basic human right. So as not to release the state from its duty, it is imperative that bridges be formed between formal and non-formal education. However, this is extremely difficult as long as nothing changes in the reasons for the necessity of non-formal educational programmes and the innovative potential of these is not to be completely distorted. Segmented adoption of some aspects of non-formal ideas promise little if the underlying social and educational policies are not subjected to a process of questioning and reform. Furthermore, there is a danger that adopting non-formal education in this way would rob it of its foundation. Hence the entire framework in which non-formal educational programmes are incorporated and which includes changes in social and educational policy as a genuine component will be taken to absurd lengths.

The demand for placing both systems on an equal footing would be conceivable for a limited period, so as not to eliminate one of the two approaches from the very beginning. This would mean directing the same financial guarantee to non-formal educational programmes as is directed towards formal education. However, in this process the state influence on the administration and subject matter would have to be omitted to as large an extent as possible. In the long term three different developments are conceivable: the formal educational system dominates non-formal education; both systems survive with equal standing, with exchange and interaction taking place between the two on theoretical and practical matters; or the two systems form something new in the sense of a synthesis.

Motivation for initiative and action

(Christiane Hopfer)

> *Work is not only a means for people to obtain their livelihood, but it also provides them with the scope to realise their creative potential. If this is not possible, they often develop an attitude of resignation, which leads to them lacking in their own initiative. To counteract this effect, there is a need to design long-term programmes of adult education in the informal sector aimed at encouraging the creativity and individual initiative of the concerned persons and at helping them to become aware of their own personal abilities.*

There are a wide variety of reasons for adults to work: work enables people to obtain an income with which they can support themselves and their families. A person may be able to realise his or her creative potential through work. In every form of work - be it technical, a handicraft, social work or educational work - under certain conditions people are able to develop their own ideas and actions and put them into practice.

Often, however, people do not have the opportunity to realise their potential through work: they may perhaps be unemployed or may have conditions of employment that do not allow them to introduce their own creative potential. In this situation many people become resigned to their fate. They believe that this is a result of their own inability to think and act creatively. Consequently, they often tend to develop a fatalistic attitude and no longer make any attempts to alter their situation.

The informal sector can offer adults the space to develop personal competence, talents and skills and to employ them in such a way that they have an impact on their employment, while at the same time indulging in their interests and developing self-confidence. Furthermore, in the informal sector there is also the possibility of using the traditional skills and forms of education and training that have been handed down through the generations. Training programmes in the informal sector can thus help adults in becoming aware of their available potential. Specific offers of training can increase their competencies. This experience enables adults to gain a more positive attitude to their personal abilities. With this awareness adults often become motivated to seize the initiative themselves. Offers of adult education in the informal sector therefore have to take the participants' own knowledge and experience as their starting point.

The process of becoming aware of one's personal abilities takes place in two phases. At first, in many adults, an attitude of personal incompetence and inferiority prevails. They see this as the reason for their being disadvantaged at work. Often they make no attempts to change their situation.

In the first phase then adults take part in educational programmes in the informal sector. There they have the opportunity to become aware of their creative potential, to actively employ it and, in doing so, also to change their situation gradually. They learn that they are not incompetent "by nature", but that other factors have hitherto prevented them from bringing this potential into the working process. They start to realise that there is an inconsistency with the view of personal incompetence that they have experienced and learnt up until then.

In the second phase they learn to become aware of their personal abilities and thus to gradually overcome these inconsistencies. They become active themselves. This then changes their attitude: They can also use their potential to advantage in other fields, seize initiative and make an effort to improve their own working and living conditions. To further increase the opportunities open to them, adults are then often motivated to take part in general programmes of basic and further education, such as adult literacy.

In order to change this attitude of personal incompetence in adults that develops and becomes firmly embedded over many years, programmes of education and training have to be designed with a long-term perspective. Practical experience of being able to influence certain everyday situations through one's own initiative and creativity are required before adults can develop an awareness of their own personal abilities and opportunities. This awareness is an important step towards personal emancipation.

The prospects of adult education in the informal sector may be seen as promoting the existing potential of adults as well as enabling them to gain experience of their own creativity and initiative so that they become sufficiently motivated to influence their own working and living conditions.

Traditional apprenticeship and informal learning

(Bernd Overwien)

A large proportion of the young adults that work in the informal sector receive their vocational training within the framework of traditional education. These forms of acquiring vocational skills are discussed here under the concept of informal apprenticeship. In these kinds of learning processes, which are linked to the production process and take place in small enterprises, basic knowledge is passed down from the "master" to the apprentice. Traditional and informal forms of acquiring vocational competence have to be integrated into the design of training measures for the informal sector.

The existence of traditional forms of education and training in some west African countries has been well known for a long time, though detailed knowledge has only been internationally available for a short time. Hundreds of thousands of young people are trained exclusively at their own cost or with financial contributions from their parents. Official channels usually play no role in this process. Investigations in some large west African towns show that the training structures for these traditional apprenticeships, which are mainly concerned with the trades and crafts, are fundamentally the same. Basic knowledge in weaving, carpentry or vehicle repair are passed on from the "master" to the apprentice. One important aspect for the employment prospects of the trainee then is the fact that the skills taught are not purely technical. Apprentices are often specifically entrusted with management or organisational duties, such as conducting negotiations with customers or determining product prices.

Apprenticeships in the trade and crafts professions - in view of the rising unemployment figures this is a fact that is also receiving less and less attention in Germany also - are very often associated with exploitation of the trainee as a source of cheap labour. This ambivalence, exploitation on the one hand but learning on the other, is also seen in an analysis of the situation in Kenya (A. Ferej, Turin 1996). At the same time it is stressed that this very condition and the apprenticeship fees to be paid are particularly important for the "master's" motivation to train. Other important motives that are cited include relatives, friendships and philanthropic attitudes.

There is also a traditional form of vocational training in many Latin American countries, which in this context is termed informal apprenticeship since it involves more than mere teaching. The term informal apprenticeship links two almost contrasting components, between which some tension exists. "Apprenticeship" is used here to mean a planned, but at least coarsely structured process of learning. Learning processes are then always informal if they are not planned. Within the informal apprenticeship distributed through small enterprises, training processes take place that are not planned as such. Nevertheless, there are differences in how clearly the extent of structuring in these processes can be seen. The requirements of production or the provision of a service within the enterprises concerned are the elements that shape this structure. Many small enterprises act to a greater or lesser degree as a kind of socialisation authority for the young people working there. The learning processes associated with this function are in turn largely described as informal.

Considerably more young people acquire vocational competence through informal apprenticeship than would be possible through the framework of projects and programmes organised by governmental or non-governmental organisations. Even if the political will existed on the part of the decision-makers, educational measures with a comparable effect would be almost impossible to finance. The forms of vocational training in the informal apprenticeship are often more relevant to employment efficacy than many other training programmes. In addition, the structures within which training takes place already exist; they do not have to undergo the difficult and costly process of being set up. Apart from these advantages offered by competence acquisition as part of an informal apprenticeship, there is no concealing the fact that many apprentices suffer under extremely bad working conditions. When apprentices are incorporated into non-formal training programmes, this ambivalence has to be taken into account and ways sought to alter the situation.

The informal and traditional apprenticeship of some African countries fits into the social structures of the small enterprises sphere. Young people are integrated into daily working life at an early stage and learning then takes place through imitation and identification. Monitoring of the learning progress is carried out in the small enterprise. The direct link to production and to sales ensures that there are self-regulating mechanisms: the skills that are necessary for the local market are taught in these enterprises. However, often only the simplest skills are learnt and the working methods are often not directed at good product quality, an innovative design or at services which genuinely satisfy the customers. The immediate surroundings of these enterprises, however, often mean that this is not necessary since the purchasing power and hence also the demands placed on a product or a service are low.

Consequently, an improvement in the informal apprenticeship for small enterprises should be organised non-formally, with as many of the target group as possible having actively exerted an influence on the training measure offered. Due to the differing nature of the production conditions, offers of formal training for informal small enterprises are frequently inappropriate. To make such approaches more effective, it would be useful to link vocational training with the promotion of small enterprises. Here it is important to include the owners of small enterprises in the educational process. In the planning phase, the fundamental problem of the existing structural tension between the learning orientation amongst the young adults and the profit orientation in the small enterprises must be carefully balanced. For instance, serial production that brings profit but teaches the apprentices few skills cannot be the goal of a training measure. Hence the danger exists that either training misses the market or that by hastily neglecting a broad basis of training, there is no lasting integration into production.

The fact that the informal and traditional apprenticeship is widely restricted to men is another problem. Extending this field of activity to women appears to be both possible and wise. However, it can be assumed that women will have to overcome considerable resistance in male-dominated areas of work. Special efforts are therefore necessary to attract women to enter training programmes.

Securing a livelihood by unifying household and enterprise

(Gunnar Specht)

From a business management viewpoint, the social and economic unity of household and enterprise is an essential prerequisite for securing the livelihood of small enterprises in the informal sector. Various measures can be introduced via the household to balance great fluctuations in turnover. In designing promotion schemes and educational measures in the informal sector, this unity of household and enterprise must be recognised and supported by specifically teaching the basics of business management.

A number of success factors contribute to securing the long-term livelihood of small businesses in the informal sector. These include a wide range of measures with which attempts are made to guarantee survival, despite the constantly changing general external conditions. To cover the cost of living and guarantee the survival of the enterprise, profits have to be generated in the long term. However, this can only be achieved on the basis of an effective demand in the market. The particular dynamics of the market economy and extreme fluctuations in orders mean that profits can only be made on a lasting basis if the small enterprise succeeds in flexibly adapting to the changing market conditions. *Flexibility* is the crucial success factor for securing a livelihood in the informal sector. Externally, it is particularly important to adapt enterprise services to market requirements. First of all, this includes observing the market on a permanent basis, discovering market niches and diversifying the range of products and services accordingly.

However, there is little action the individual can take to influence seasonal fluctuations in orders. Consequently there is a need for internal flexibility, which means organising the enterprise in such a way that temporary losses in orders do not endanger its existence. Investigations of the internal structure of informal small enterprises reveal that the enterprise and the private household of the owners form an economic and social unit. This may be considered as one of the most important characteristics of the informal sector. One of the first obvious features is the social unity, which often results from the fact that home and enterprise often border on one another. This then enables several members of the family to carry out both those tasks associated with the family and those that are linked to the enterprise. The physical proximity also favours economic interlinking. This manifests itself by the fact that all enterprise and private income and expenditure pass through a *common account*. This is often criticised in development policy practice, yet there are considerable advantages to such a method of operating. It enables the following three measures to be combined: (1) generation of additional income, (2) accumulation of savings and (3) adaptation of the standard of living to the overall economic situation. Economic unity therefore forms a crucial basic requirement for securing a livelihood.

The household is able to compensate for fluctuations in profit on the enterprise side and thus takes on a "buffer function". Private household management therefore plays an important role in securing both the family's livelihood and the survival of the enterprise. The generation of additional income may be regarded as an important factor. Many families are forced into part-time occupations, as this is the way to compensate for fluctuations in the business of the enterprise caused by market factors. Here a fundamental distinction has to be made between two variants: the first being when the owner of the enterprise takes on part-time employment and the second when the spouse is engaged in gainful employment. To summarise, it may be said that there are definitely many possible sources of income in addition to that coming from the enterprise itself. However, additional income cannot be generated in every household since in some cases this option is ruled out by the requirements of the enterprise and the need to look after children.

The accumulation of savings is also extremely important for guaranteeing survival. Given the existing living conditions, this is very difficult for people in the informal sector. However, it is absolutely necessary in order to guarantee the family's survival through bad phases. If one considers fluctuations in profit alone, in bad times the income of the enterprise barely suffices to cover the production of goods and services or the family's maintenance costs. In good periods it is often definitely possible to generate surpluses so that savings and reserves for future expenditure can be put to one side. However, these surpluses do not remain in the enterprise, but are fed entirely into the common account of household and enterprise. Savings are achieved above all by cuts in consumption.

Another essential requirement for survival in the informal sector is people's ability to adapt their standard of living to the prevailing economic situation. Hence, if reserves for maintaining the enterprise through periods of weak economic activity are not sufficient, the standard of living can be reduced to a minimum as an additional emergency measure. In these cases, apart from cutting out private purchases, food and personal mobility are also significantly reduced. This results in considerable deterioration of the family's living conditions.

If attempts are made to assess the economic unity between household and enterprise, it can be seen first of all that there is a conscious mixing of private and company assets. This is a matter of necessity since the liquidity of the enterprise alone is generally not sufficient to permanently guarantee its existence. The overall limited availability of capital in the informal sector forces small enterprises to take a very flexible approach to handling their financial resources. Only by introducing the household resources does it become possible to cover the running financial obligations and hence secure the livelihood of enterprise and family.

Adult learning in the context of self-help organisations

(Madhu Singh)

> *Characteristics of economic activities in the informal sector include the lack of access to capital, infrastructure and public services. Viewed against this background, self-help organisations and co-operative forms of production take on a significant role. By pooling resources, e.g. in credit societies, opportunities arise for improving the economic situation. Educational programmes should make use of these local capacities, which in some cases are long-established forms of passing on skills. They should be strengthened, and participation in them should be encouraged.*

The actors in the informal economy lack "formal entitlements" relating to capital, infrastructure and public services. The search for social security of all kinds is of utmost priority compared to the goal of maximisation of profits. Survival is possible through several strategies such as sinking production costs and capital investments. In addition to these strategies which keep the enterprise in existence at all costs, "informal entitlements", such as traditional and new social networks (family, friendship groups, neighbourhood) and co-operative forms of production are important social assets.

In contrast to the formal sector where the state and industry subsidise massively those preparing for employment, it is the family or household, as well as the community which are of central importance for securing basic survival needs in the informal sector. Micro-enterprises and associations of micro-enterprises in the informal sector have a similar relevance as the family, making it possible for a multitude of young people to secure a livelihood outside the traditional rural economy.

Associations of micro-enterprises comprise individuals who have come together because of their common interests to pursue economic and socio-political goals on a lasting basis. Generally speaking, self-help organisations will be established when the prospective members can expect that the advantage they can obtain from the co-operation is at least as great as the advantage they can derive from alternative institutions (the market, government and non-governmental development agencies).

Following basic types of organisations of micro-enterprises may be identified in the informal sector: (1) Occupational groups who jointly organise production; (2) Relatively formal and traditional artisan trade associations, (3) Credit societies.

Co-operative structures that jointly organise production can improve their economic position through access to markets, expansion of market opportunities, sinking transaction costs by enlarging their clientele, improving product quality by pooling know-how and knowledge, increasing the investment in capital goods through co-operation in a credit society, promoting social security by establishing and strengthening social ties.

Formal trade associations which exist within an informal settlement are mainly responsible for price-fixing, for the garbage disposal and aspects such as tax payment. Other functions are easing seasonal price fluctuations by setting up storing facilities, preventing reclamation of goods by controlling standards for weights and measures, and introducing innovative production methods. They can be innovative through specialisation made possible through a division of labour. Artisans generally find formal associations less efficient than self-help production groups. It is very difficult for formal associations to implement sanctions against those who break rules against price-fixing arrangements.

Adult education in the context of self-help organisations calls for a comprehensive approach to learning. Learning is not only generated in the process of production, whose limit is often reached very quickly. It also arises from other external mechanisms such as learning by negotiating, particularly in searching for openings, and enlarging markets. In this regard the organisation of small scale producers is one of the most significant sources of learning. Learning is a process both of becoming aware of the potential of a group to resolve problems that it has analysed itself and acquiring skills that are needed to implement solutions.

The programme of adult education should depart from conventional project design in which training is planned and developed externally and then transmitted to the participants. It should instead be based on local capacities and long-established modes of skill transmission. Without a thorough analysis of local circumstances and adaptation as necessary and appropriate, the super-imposition of foreign training methods and curricula is likely to be counter-productive as well as costly. Actually the transmission and assimilation of skills are usually subject to socio-cultural mechanisms in the workplace, for example between master and apprentices; outside interventions must therefore be negotiated with the local context. As regards teaching and learning strategies teachers and instructors must take on the role of moderators of self-learning.

The goal of promoting adult education should be oriented to the promotion of income and employment security of individuals that are influenced by negative factors at international, national, regional and local levels. Adult education should be concerned with strengthening existing structures of social security by strengthening bargaining power through the participation of persons in their communities, through associations, self-help groups and credit societies.

Integrating social networks into educational programmes

(Claudia Lohrenscheit)

A wide variety of survival strategies are linked to economic activities in the informal sector, which extend beyond mergers into production co-operatives. Networks of communication and action develop, which via analysis of and consideration of the existing political and economic structures result in independent designs and action strategies. The inclusion of these networks, which contain competent partners for the planning and development of educational measures, is an essential factor for the successful implementation of educational and training projects in the informal sector.

The increasing globalization of the economy and the loss of government influence have brought about fundamental changes in the structures and conditions of employment relations. The role of governments as regulators of the economy is becoming more and more restricted. A rise in employment relations without any legally based protection can be observed around the world. One major consequence of these developments is the inability of governments to fulfil the most elementary needs of all individuals within a society.

Neither can the growth of the informal sector be viewed without reference to these global economic structures. To a considerable extent the expansion of this sector is linked to misguided economic and employment policy. These structures thus co-determine the shaping of social spaces and perspectives in life, since the chances of securing a livelihood through paid work and thus shaping one's own future have disappeared for a large number of people. The realisation that the formal sector can no longer do justice to the demand for education, jobs and employment and that the survival of more and more people depends on jobs in the informal sector has also resulted in a change of direction within "development co-operatives". Measures for promoting vocational training, the trades and small businesses in the informal sector have been adopted into the programmes of governmental and non-governmental organisations. They primarily aim at increasing the productivity and efficiency of economic activities. Investments in educational and training schemes particularly directed at improving the living conditions of the poorest levels of the population depend on the extent to which the political, economic and social prerequisites have been included. People's economic activities are linked to a variety of survival strategies, of which work on the street, in the small enterprise (micro-enterprise) or on the metropolitan garbage sites is merely one form of expression. Linked to this (despite the strong competition) are networks of solidarity within the community, political organisations and local initiatives that take on tasks the government can no longer perform.

Networks of communication and action such as these are also termed institutions of the "civil society". Within them there is networking of interpretations, patterns of action, norms and values. In addition to the established economic and governmental structures, they set the tone of the social space and actively influence the organisation and improvement of living conditions. Under certain conditions the networking of such alliances can lead to significant social movements. The constituent factors of these movements are the existence of a situation that is regarded as intolerable or unfair, and the formation of a community which interprets this situation collectively and seeks to overcome it. Another important factor is a certain continuity over time. Local, regional or (inter-)national networks may grow into large social movements, which then represent a great number of interests and oppose the prevailing conditions and structures. They have an innate tendency to generally improve living conditions.

Experience from Latin America shows that if reforms are to be successfully implemented and carried out in the field of education, it is of prime importance that they be embedded in social movements. They contain the potential, the abilities and ideas that are of great importance for promoting education and training in the informal sector but also, above and beyond this, for achieving real improvements in the quality of life of the poorest sections of the population.

One example: in October 1996 in Cape Town (RSA), under the heading *"The Poor Shall Not Live By Bread Alone"*, the conference *Movement Of The Poor* took place. Among other topics, the congress was concerned with combatting crime in the Townships, employment policy for the unemployed and under-employed, the distribution of land and land laws in the interest of the poor, etc. An action plan was passed which contained the following goal: "that the inhabitants of the townships will make demands on the state and will plan co-ordinated action so that they themselves will design their own living (working) and residential areas in keeping with human dignity and will thus develop their own quality of life - including democratic structures, education and health care" (Mergner, G., in: Foitzik/Marvakis(Ed.), Hamburg 1997). People who actively participate in such forms of communication and action have quite specific ideas of their needs and of how to translate these ideas into action. They develop their own analysis and reflection on the political, social and economic conditions and ways of solving their problems, which contain detailed action plans. It is against this background in particular that it is so important to incorporate such people into the planning and development of educational measures and build on these existing structures.

Conclusions and recommendations

Various approaches to the design of vocationally oriented adult education have been worked out in this contribution. They all discuss the general conditions, content and methods that are especially important in the successful and effective design of educational and training measures in the informal sector of countries in the South. To summarise, the following conclusions and recommendations may be drawn from the previously mentioned comments:

The existing systems and institutions of adult education should undergo diversification and must be opened to those who work in the informal sector. This applies both to the selection of subject matter and to the design of learning processes, for example in introducing experience-related learning and promoting the acquisition of general skills.

Effort should be concentrated on constructing bridges between formal and non-formal education. In the formal sector there is a need to alter the forms of learning and the subject matter in such a way that persons in the informal sector will be more attracted by such programmes and motivated to take part. For the non-formal education sector this approach means that the results of learning should be more strongly subjected to a process of certification. In the long term a system of equality should be enforced since this is the only way that promises success in achieving "Education For All" .

Emancipatory adult education must link the demand for upgrading competence in the mother tongue with the demand for the most appropriate means - in terms of didactic and methodology - of teaching one of the global languages of communication.

To ensure that educational and training programmes for adults in the informal sector are successfully implemented, Cooperation with existing networks must be sought. The action plans, ideas and visions that they have developed should be incorporated into educational measures from the very onset of the planning stage. Vocational and technical education should promote the co-operation with self-help organisations of micro-enterprises in the informal sector. They should support the participation of groups in political decision making, increase negotiating and bargaining position of disadvantaged sections and strengthen existing group orientation.

Specific forms of adult training must promote the practice of economic solidarity and the management of self-help organisations. Adult training should promote communication skills, knowledge of rules and possibilities of action among micro-entrepreneurs to demand the support of the official institutions.

Consideration must be given to traditional and informal methods of acquiring vocational competence when designing educational measures for the informal sector. Linking small business development programmes with non-formal offers of training for apprentices and their instructors is an essential requirement. This will enable competence to be extended and the traditional forms of training to be improved.

The economic unity of household and enterprise must be taken into account in designing development programmes and training measures. Selected instruction in the basics of business management, which is adapted to the needs of the informal sector can help to substantially improve the ability of small enterprises to withstand crises.

Educational programmes in the informal sector should help those targeted to become aware of their existing skills and to put these to use in their daily routine. Programmes of basic and further education should be designed to encourage motivation among adults, make them become active, implement their own ideas and seize the initiative themselves.

Adult education should adopt an approach that is appropriate to the situation of women in the informal sector. Gender awareness training should be conducted for women and men in order to overcome the traditional gender concept and promote equal access and acceptance for men and women in all sectors of vocational training and occupations.

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SESSION 3: POLICY AND SOCIAL IMPLICATIONS OF THE CHANGING WORLD OF WORK

Policy And Social Implications Of The Changing World Of Work: The Australian Experience

Tony Greer

Australian Profile

The profile of the Australian labour market has changed in recent years. A marked fall in jobs in construction and mining, and little jobs growth in the manufacturing and agricultural sectors were accompanied by an increase in the number of jobs in the service sector. This has led to a shift in the skills base required by the labour force. I will pose some questions that should be considered when formulating policies in this area. I will then illustrate Australia's policy responses to these questions.

- The first question I pose is: "*what is the role of the government in ensuring that the labour force can adapt to changing skills demands?*" A report, *Australia's workforce 2005: jobs in the future,* indicates that employment prospects in our country will be increasingly dependent on higher skills levels. The pace of change will almost certainly accelerate in the future, and as a result the capacity to upgrade skills or develop new ones is increasingly important.
- My second question is then, "*who is responsible for providing adult education and training?*" Australia is characterised by a culturally diverse society located primarily in densely populated urban areas. Unemployment rates are higher in rural and remote areas, and for disadvantaged groups such as people from a non-English speaking background, and aboriginal and Torres strait islander people.
- The third question I raise is "*how do you provide access to training opportunities to a geographically dispersed and culturally diverse population in a cost effective manner?*" Many people leave employment or the labour force for varying periods and for these people their skills and experience often become dated. This results in requirements for significant retraining on return to the labour market.
- My next question is: "*how can government encourage people not currently in employment to maintain their skills?*" Australia has a federal system of government where the responsibility for education and training matters lies with the states and territories.
- Another question is: "*how do you co-ordinate the delivery of adult education in a federal system?*"

Lifelong learning has a potential to create a society where people enjoy learning in and of itself. While the value of lifelong learning is clearly recognised in Australia there is a limit to public funds that can be made available for such learning. My final question is: "should government provide funding for non-vocational training?".

Government responses

I would like to outline some of the ways the Australian government is responding to these questions I have raised above. Australia is a federal system, involving 6 states, 2 territories and the national governments, federation brings with it significant challenges for formulating and implementing policy. Although Australia is improving the way we respond to the changing world of work we recognise its policies may not be the most suitable for countries with different systems of government.

What is the role of the government in ensuring that the labour force can adapt to changing skills demands?

The Australian government recognises that past distinctions between education, training and work are becoming less relevant. Workplace reform is leading to the development of continuous, life-long learning which integrates what people do in the workplace with processes for developing skills and learning. As a result our federal government has implemented a number of policies designed to improve the responsiveness of the labour market to change; these include:

- Reform of the national apprenticeship system;
- Changes to workplace relations legislation;
- Restructuring of assistance to unemployed people;
- Reforms to vocational education and training; and
- A national policy on adult and community education.

These policies and policy frameworks are developed and delivered in partnership with state and territory governments and social partners. Our apprenticeship reforms for example, embrace lifelong learning concepts. The strong emphasis on work-based and flexible training in our reformed new apprenticeships system will mean an increased appreciation of the relevance and value of training and, from that, a greater appreciation of the value of continuing education and training over the whole working life. We are deregulating and simplifying our training system and developing structured training arrangements in industries and occupations where they currently do not exist. New apprenticeships provide a particular focus on the needs of small and medium size businesses and on encouraging further opportunities in emerging industries, such as the information technology and service industries. These expanded opportunities extend to adult seeking new job pathways and open up more training and employment opportunities for adult job-seekers.

Who is responsible for providing adult education and training?

The Australian education and training system has four sectors: (a)The school sector; (b)The vocational education and training sector; (c)The higher education sector; and (d) The adult and community education sector.

There have been a number of changes in policy relating to the provision of education and training in recent years particularly relating to who pays. Efficiency has been a major theme of policy. Government resources are limited - so while government will continue to play its part, others, including education and training institutions, business and industry, and indeed students themselves also need to play their part. Policy development in this area is being co-ordinated through a ministerial council on education, employment, training and youth affairs. This council includes representatives of the federal, and state and territory governments. The areas of responsibility covered by the council are: (1) Primary and secondary education; (2) Vocational education and training; (3) Higher education; (4) Employment; (5) and linkages between employment/labour market programmes and education and training, adult and community education.

This work takes place in close interaction with a second ministerial council which has responsibility in relation to aspects of vocational education and training. Functions of this council include: Co-ordination of strategic policy at the national level, negotiation and development of national agreements and frameworks on shared objectives and interests (including principles for commonwealth/state relations).

Vocational education and training

Vocational education and training (VET) is a wide-ranging sector operating through a variety of providers:

- publicly funded technical and further education (TAFE) colleges;
- Adult and community education organisations;
- Private training organisations; and
- Increasingly businesses and schools offering courses as diverse as senior secondary schooling primarily for adults, through to traditional trade courses and courses in areas such as hospitality and childcare.

The objectives of our national VET system, which have been agreed to by federal, state and territory governments, include:

- Being responsive to, and accessible by small and medium enterprises;
- Fostering labour mobility throughout the Australian economy;
- Giving business a key role in leadership and providing training relevant to business;
- Being accessible and equitable to all groups in the community in the planning and delivery of services;
- Being more efficient through the use of flexible and competitive delivery arrangements.

The training market in Australia

The training market in Australia is estimated to be over $(aus)7 billion with publicly funded provision accounting for about $(aus)3 billion. An important government strategy has been to foster competition in the provision of vet services, with a view to improving the quality, relevance and efficiency of education and training delivery.

The higher education sector is almost wholly the responsibility of the national government. With regards to administration and delivery, universities are autonomous bodies, however, they commit themselves to work within an agreed policy framework. Universities receive their funding from the national government, subject to certain undertakings, or certain conditions within a policy framework. In higher education the government has been implementing policies relating to a number of issues including the quality of higher education, the responsiveness of higher education to the needs of students and industry, and the level of federal government funding for higher education. There is an expectation that, given the private benefits to students who participate in university education, students themselves will play their part through fees or other arrangements to pay back, some of the benefits that they receive from the government's investment in their education and training.

Access to training

How do you provide access to training opportunities to a geographically dispersed and culturally diverse population in a cost effective manner?

Australia's employment, education and training policies recognise the diversity of need within our multi-cultural population. A policy concern of the past decade has been with issues of access and equity. It is a recognition that economic growth alone does not eradicate significant differences between groups in the population - both in terms of their propensity to participate in education and training and the benefits they draw from education and training.

If we go back to the 1980s, there were some marked differences between different socio-economic groups. We have a high migrant population and some of these, in particular people form non English speaking backgrounds, have required a focus by government to reduce their barriers to work force participation. There is particular concern about the very low level of participation in education and training by our indigenous population. Many aspects of government policy over the last 10 years have been directed to compensating for the historical disadvantages of certain groups and to developing strategies by which the position of those groups can be improved.

Education income support (Australian study), subject to means testing, is made available to people wishing to study full-time in the vocational and tertiary education sectors. A special form of income support is made available to indigenous Australian to improve their access to further education.

Higher education courses are offered across all fields of study normally found in universities in industrialised countries in the liberal arts and sciences and in professional studies. While most students study full-time on Australian campuses, there is a long tradition of part-time and distance education in recognition that some students have employment or family commitments or are located in rural and remote areas and are unable to easily access tertiary education. In 1996, 28 per cent of total students were enrolled on a part-time and 13.4 per cent on an external basis. University education is not solely the preserve of students entering directly from secondary school - in 1996 only about 39 per cent of students commencing tertiary education had completed their final year of secondary education in the previous year.

Commonwealth, state and territory governments and other elements of the broad education community have been co-operating since mid 1995 in the development of a national education networking initiative known as Education Network Australia (EDNA). This represents a commitment to action on the part of the education sector to maximise the benefits of information technology within the Australian education community. EDNA provides several opportunities for the adult and community education_sector to establish services for adult learners. The adult and community education sector has for over a century in Australia, proved its importance as a way for job-seekers and those less able to compete for work, to access vocational training and to increase their employment prospects.

Adult and community education

Adult and community education has the advantages of being able to respond quickly and being accessible to the needs of local and regional communities, as well as the special needs of these clients. Adult and community education courses have been particularly important for women, frequently providing support for women returning to the workforce following periods of full-time caring. People in the more remote parts of our country and our indigenous communities have benefited from this more informal and responsive delivery mechanism.

As we look ahead, both in terms of business and education and training needs, it is clear that we need to increase our technological sophistication. The emergence of the 'information superhighway' provides substantial opportunities for the delivery of formal education and training and new opportunities for self-directed learning.

How can government encourage people not currently in employment to maintain their skills?
Over the past decade Australia has adopted active employment assistance policies to assist the unemployed and the most disadvantaged. The government is introducing major changes to arrangements for active labour market assistance in Australia. The primary policy objective of the reform is to ensure that labour market assistance has a clear focus on job outcomes and genuinely makes a difference to those assisted. The new system will be fully operational in 1998. It represents a radical departure from the way such assistance has been provided.

Experience both in Australia and internationally indicate that many disadvantaged job seekers. Are ill-equipped to compete for jobs even in periods of high economic growth. Well targeted, and well designed labour market assistance can play an important role in giving disadvantaged people a clear pathway to continuing paid employment. In helping those who are least able to compete in the job market, active labour market assistance helps reduce the disproportionate burden of unemployment on this group and contributes directly to the well-being and quality of life of individual Australians.

The main forms of assistance which will be available to clients under the government's reforms are:

- Self help facilities;
- Labour exchange services (job brokerage);
- Job search assistance;
- Employment assistance;
- Assistance to start a small business; and
- Apprenticeship support services.

Employment assistance will assist more disadvantaged job seekers to overcome their barriers to employment with personalised, intensive assistance. Assistance may include the provision of relevant training, job search assistance and/or a wage subsidy to improve the participant's chances of getting a job. Employment assistance providers will have a clear focus on getting jobs for their clients because payments will be based largely on real job outcomes.

How do you co-ordinate the delivery of adult education in a co-operative federal system?
States and territories are the main funding source for vocational education and training, but the federal government has assumed a significant funding responsibility for the sector. 10 years ago, it provided 10%, now it provides some 30% of total funding. Administration of technical and further education colleges and the provision of public funding to adult and community education providers and private providers is the responsibility of the states and territories. This includes decisions on the types of courses that will be run. The national government does not fund vet providers directly. Commonwealth funding is provided to states and territories through the Australian national training authority (ANTA). ANTA liaisons closely with all governments, industry training advisory bodies, private and public training providers and other stakeholders to ensure that the national vocational education and training system is responsive to the needs of industry and other clients, including the students themselves.

The adult and community education sector was formally recognised in 1993 with the endorsement of a national policy which provides a framework for governments to continue to recognise, enhance and support the adult and community education sector. This has been revised this year to take into account changes that have occurred in the education and training environment since 1995. Commonwealth, state and territory ministers signed a new national ace policy, in June 1997.The policy affirms the importance of fostering a culture of learning in Australian society and organisations and of collaborating with all education and training sectors within a context of lifelong learning.

Should government provide funding for non-vocational training?

The number of adult and community education providers delivering training in the vet system is increasing constantly. These providers are becoming registered under the national framework; competing for, and receiving, government funding; and are delivering accredited vocational training courses. It is estimated that 10 per cent of all registered training providers in Australia are adult and community education providers. The adult and community education sector is largely self funded with some funding from state and territory governments.

A revised national policy recognises that adult and community education has a special role to play in relation to vocational training. It offers a more informal, flexible and cost effective pathway for people to take the step into more formal courses or into employment. Processes for linking adult and community education into the vet system have been especially important in supporting these links. Adult and community education providers deliver a range of language, literacy and numeracy training critical for many educationally disadvantaged people to access vet. Young people, who often have difficulty with more formal education, find that the informality and flexibility of adult and community education courses eases the path into the education and training system. All post school education sectors have been expanding to meet the demand for lifelong learning - the number of people attending educational institutions other than schools, increased by 65 percent from 1984 to 1994.The federal government is currently considering a parliamentary report into adult and community education.

Conclusion

I have highlighted in my presentation some of the key policy responses that have been necessary for us to keep abreast of the social and economic impacts of the changing world of work in our country. International trends provide an important back drop, but Australia must adjust to its own environment. These policies reflect some of our responses to the questions I proposed, however answers will change as the social and political climate changes.

Adult Education - Instrument For Democratisation And Empowerment

Helga Foster

Most international multi-cultural conferences tend to concentrate on differences of individual experiences, traditions and the state of economic development in different countries. With respect to the situation of women, however, many common elements exist around the world. With regard to gender democracy and equality between women and men, only a few countries may be defined as being truly developed.

Under the title "Democratisation and Empowerment" I want to emphasise the role and situation of a special group that I will call the "universal male". The existing structures of political and economic power are mainly in the hands of the male section of the population. Male managers, politicians, the male heads of organisations, and male presidents and directors of institutions greatly outnumber their female colleagues and partners. Yet, in the light of certain developments in educational participation and participation in the economy, the question of gender democracy, for a variety of reasons, needs to become one of the most important questions for the future. Adult education will have to be prepared to offer answers to these pressing questions.

However, in order to see these challenges in proper light, it is necessary to examine some of the long term assumptions about the situation of women. These mainly pertain to beliefs that women will develop and improve their position in society once they are given access to education and training. It has been demonstrated that this theoretical and practical perspective on the improvement of women's situation is totally inadequate. The exigencies and needs of women go beyond these simple demands placed on education and training as the basic means for a successful and satisfactory life.

The concern about adult education for men and about the status of men in modern society is particularly significant with regard to gender democracy. It is the universal male who feels alienated from his traditional experiences and self-image, as a result of the globalization of markets, new computer technology and the expanded educational activities of women.

Rationalising the physical and intellectual inferiority of women no longer has the same credibility that it once had. Computer technology has brought about dramatic changes in the traditional workplace. More and more men will be able to work from their homes. Traditionally, only women were producing or serving from their homes, while men found jobs outside. If the virtual office and other work places become a virtual reality, men too will have to adapt to this, and be forced to reorient their complex value system centred around the world of work.

Mining, shipbuilding and construction may be the few occupational fields left, in which men are likely to find a job, and which have a predominantly male concentration. The service sector, which is presently the domain of women, is likely to increase in most countries in the world. The rise of women in higher education has increased competition between men and women on the professional labour market.

The pessimistic forecasts about the development of labour markets have become a reality in some countries. At the same time, the number of males in the labour market is decreasing. A large number of women find work - many of them for the first time in the history of their country, and many perform tasks that have been transferred from Europe and the United States to Asia and countries in South America, and Africa. So, while women in one part of the world are losing their jobs, millions of women in the developing countries are taking over these jobs, often leaving their husbands and sons unemployed and economically dependent on them. The phenomenon of the male being economically dependent on women is nothing short of a major cultural and social revolution similar to the one expected when more women with a university education enter the professions.

Women have proven in the past that - once they are admitted to the education system, and to the world of work - they are able to meet the challenge. Is the universal male, however, with his dominance over women, and his varied rationalisations to use his power, prepared to accept and adapt to the new patterns of gender relationships in the world of work and in social life? Are men capable of adjusting to the different assignments and functions in the family and society on a democratic shareholder basis with women? The negative effects of the loss of traditional self-designed superiority must be first overcome before there can be stabilisation and new models of participation for males that permit them to pursue their new role. Such an argument makes the universal male a direct target for change. Adult education emerges as the institution with particular relevance for this challenge.

Barbie changes her face

One of the most popular toys in the world is the Barbie doll. Designed a decade ago the Barbie doll resembles the image of movie stars of the fifties, who wears fancy clothes and long blond hair. Recently however, the company producing Barbie has decided to change the doll's hair style, its face and shape, as well as its clothes. This stems from a realisation of the changes that have taken place in women's outlook and behaviour today. The company intends to adjust to these changes in order to ensure its market success in the future. Similarly, adult education has also to alter its conception of women - and also of men - in order to maintain and expand its role in the future.

Seen globally the average woman's life is divided into several activities: she is a house keeper, a worker in the labour force, an educator for her children, a nurse for the sick and the ailing in her family, a co-ordinator, a peacemaker in her community etc. She is the one who provides her immediate environment with services necessary for more than mere survival. Whether a worker in the labour market or a farmer growing crops for her family, and for sale, a woman supplies her immediate environment with compassion and care.

Due to economic and social transformations, a major component of a women' behaviour is an emergent self confidence, a new awareness by women of their responsibility for the economic, as well as the psychological, demands of their families. Women have found out that reliance on a male provider is a very uncertain affair. They have learned to adapt themselves to situations where the husband leaves them with the children, without support. The rising number of single-parent families is one side of a cultural transformation that is not yet acknowledged to its full extent. Its magnitude is evident when one scans through the complexity of cultural transformations in gender relationships. Women who are becoming economically independent from the male provider may become the source of the most outstanding social changes in the continually modifying structures of modern societies. Adult education should involve women in programmes for the world of work, but in addition to that, it should prepare men and women for a new democratic gender relationship. Women always experience constraints imposed upon them, formally or informally, consciously or unconsciously, by the "ruling" male decision-maker. The full implications of discrimination and segregation of women already show that these will not benefit the universal male.

The position of the universal male and the new role of adult education

Viewed globally, the average male is significantly alienated from most walks of life outside his workplace. His world-view is determined by experiences of gender segregation in the world of work, as well as in other fields of life where he and his fellow men dominate. In addition to gender segregation at work, in politics and at different economic levels, many societies have developed role patterns which are difficult for either gender to overcome.

As a consequence of the mens' alienation from the most significant parts of livelihood systems, the institutions, organisations, politics and stratification that men have created tend to be restricted to their experiences within the world of work. Unhappily, adult education is often designed to support, sustain, and improve the world of work. Demands for equal access of women to education and the labour market imply that women have to be able and willing to change their social nature and orient themselves to the world of work. Indeed during the past decades, women have proven that they are not only willing to meet the requirements of the world of work but also the requirements of continuing education. In many countries the majority of learners in adult education tend to be women. In schools and universities girls and women have an equal, if not a higher, share in terms of quality and quantity of education. In countries where compulsory education is enforced, the female student population sometimes outnumbers the male population.

All these positive developments concerning women's participation in education have however not changed the quality of their labour market chances and activities. Women remain at the margins of "their" own occupational fields, with less responsibility, power, wages and social acceptance than men. The male power structures have disallowed women access to their domains. Over decades and generations male interaction with one another has created a situation of united action to reassert control. However, the economic situation is changing dramatically. The traditional world of work and its structures are breaking apart, and this is having a dramatic impact upon the prevailing image of the universal male.

Never before in history have so many people been able to read, write and count. The world's educational level is higher than ever before, because women have entered universities and other institutions of learning.

The conventional route to survival in modern societies and economies, however, increasingly requires education and training to train beyond the world of work.

Education has assisted women to become more participative in society and in the labour market. Now, adult education needs to assist men to adjust to the changing gender role models. Men will have to be prepared to share responsibilities traditionally taken care of by women. They have also to be helped in finding their new position in an environment of gender democracy.

Adult education as an agent of change

It is apparent that the global society demands new expertise and training for different levels. The dominant powers, long vested in the male political and economic institutions, are no longer decisive for adult education. Shaped by varying forces that are operative in a diverse and changing society, adult education, in turn, should become a decisive institutional complex for shaping the future. This means, primarily, that the economic sphere must be integrated with the other spheres of life. Changes in technology that create new occupations and eliminate old ones have social and cultural consequences of considerable magnitude.

Some of these consequences such as the new social relationships that have developed along with women's participation in the labour force are already present. If women are the ones who find jobs while men remain unemployed then it is likely that traditional social patterns in these countries may fall apart. This situation is encountered in many Asian countries where millions of work places that are occupied by women have been imported from the more costlier European and North American countries. Frequently, men are not prepared to meet this challenging situation. They are more likely to adapt to changes brought about by technology in the world of work, rather than be confronted with a change as fundamental as losing their superiority.

Men may heighten gender discrimination and segregation by becoming dependent on women. Whether it be in traditional or in highly industrialised societies, the strong economic forces of the globalized market system use the traditional discriminatory attitudes of men for imposing exploitative conditions on the female workers who, during periods of transition, make up the larger part of the labour force. Adult education has to help to allocate men to new social roles and other spheres of social life. It is not the economy but democracy which determines progress, so that economic standards cannot be changed without the active participation of women. A reassessment of the world of work is not just a matter of adjustment of the worker to new requirements.

The most pressing need is the need to change gender relations. Men should be encouraged to substitute their superiority complexes with more meaningful and realistic concepts and attitudes. The problem for women has often been that of choosing between the home and the career. If men do not want to experience a similar problem then they will have to learn to develop integrated models of sharing with women.

It has proven difficult in the past to motivate socially deprived individuals to develop an interest in adult education, especially when they perceived their actual opportunity for achievement to be low. This will not be the case in the new gender democracy where enrichment of life, rather than just a step in one's career, will be the outcome of the learning process.

Political Economy, Adult Education and Exclusion

Ettore Gelpi

Education and progressive exclusions

In spite of the increasing numbers of unemployed, workers at risk, young people who do not have access to the labour market, redundant workers above 45, countries in the South where often more than half of the population is unemployed, proposals for development and education policies are abound that contribute to the worsening workers crisis.

The ideology of training as an answer to the problem caused by the deregulation of work or by the end of work, is being reinforced by media. The structures of power also seek to transfer and reinforce this ideology through worker associations. Unfortunately education is often used as an instrument which reinforces the division of workers. In fact, investment in education tends to privilege paid workers, is considered beneficial to the future of enterprises, and independent workers, who are interesting for the local economy and are able to partly pay for their education themselves. The young adult workers who are likely to become non-profitable in the near future, from a mere financial angle are being forgotten or receive subsidised forms of training to minimise social damages.

The logic of profitability not only concerns training of young and adult persons, but also primary education. Millions of school-aged children in several countries in the South have no access to school. In urban areas, in the North as well as in the South, children and young people have access to a primary education that could be described as survival education due to the severely limited investments and lack of occupational perspective for these school-going populations.

The growing crisis of wage and salary conditions in countries in the North and the merciless exploitation of the majority of workers in the newly industrialised countries, increases the number of workers at risk, the unemployed and the precarious and retrenched workers in the labour market. The forms of education proposed to them are often only palliative and compensatory.

If the current political economy is not put to question, the result will be training courses that certainly provide work for instructors but not for the workers being trained. For workers who have not had adequate primary education, training courses of longer duration would have to be organised to close the gap, notably in science and communication ability. In the case of active workers with sufficient primary education, integrated training courses must be provided to enable them to acquire knowledge that is essential for the existing production sector. As far as youth excluded from the labour market is concerned, a reform of the educational system is necessary to prevent its future exclusion. Exclusion is often social, economic and geographical in nature, and takes place through selection processes that have nothing to do with the ability of youth and children.

Some theories of economy of education that determine educational policies are setting themselves against the above proposals.

Reasons for economic, social and educational exclusion

The withdrawal, not without resistance, of wage and salary-related occupations, because of globalization, announces the end of the relation between economic and social development.[1] Without social development and education (education is an important aspect of social development), economic development would mean constructing societies that are characterised by profound divisions between the rich and the poor, and especially between different categories of workers. Economic efficiency however seems to be the only criterion even for the critics of market economy: We confirm that there are theoretical and empirical bases, leading us to believe that in certain cases democratic socialism, rather than capitalism, is better able to reduce the problem of economic efficiency.[2]

If democratic socialism mitigates the problems of economic inefficiency, as the facts have proved, this does not mean that today democratic socialism is able to counteract marginalisation and progressive exclusion, affecting a large proportion of workers. Socialism needs to take into account its historical limits, the development of information revolution, and the new cultural and ecological initiatives.

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[1] A. MOUNIER: "La clause sociale dans la mondialisation de l'économie", *Revue du Tiers-Monde*, oct. déc. 1996, p. 722

[2] P. BARDHAN, J.E.Roemer: "On the Workablity of Market Socialism", *Journal of Economic perspectives*, No. 2, 1994, pp. 77-1081

Marx's production theory does not include natural and cultural processes taking place in the production of work.[3]

We are witnessing new generations of computers and robots capable of themselves producing new computers and robots. The exclusion of workers resulting from this information revolution is dramatic. And it will worsen, if there is no possibility to negotiate the financial transfers from one part of the population to another. This possibility needs to exist not only at the level of production structures, but at the level of society as a whole.

The new technologies engender an erosion of workers qualifications because their principal aim is to replace the human workforce.[4] The same technologies enrich the work of only one section of the workers, thus creating new divisions between workers. Adult learning that deals only with technical aspects and ignores the organisation and relations of work within society as a whole contributes to the division of workers in a way that cannot only be attributed to technology alone.

Classical and alternative economics

The concept of human capital, elaborated in the early sixties, has provided the bias for applying the neo-classical model to education and development of human resources.[5] Like neo-classical economics, this concept is only a trend in the field of economics and economics of education. The current institutionalists and radical political economy theorists are presenting a new view of education. They unite to criticise and expel the neo-classical myth according to which the market is a natural phenomenon, spontaneously finding its best balance. An economist of the institutional school, W. DUGGER recently formulated the following criticism: The market has nothing spontaneous. It is (...) a sum total of established social relations, a sum total of rules, determining the things that can be exchanged, (...), in which manner, who can participate in these exchanges, and who will benefit.[6]

All over the globe, the unemployed, precarious workers and those who are retrenched from the world of work, cannot expect too much of a market that privileges some independent workers or paid workers belonging to the most protected sectors of the employment market, and those employed under favourable social relations and geographic conditions.

Economic growth, and not necessarily human development, is the result of a neo-classical economics in the field of education. There are countries that show a significant economic performance, but which, at the same time, also show signs of increasing school failure, diffusion of drugs among youth, overcrowded prisons, and violence inside and outside the country. Humanistic considerations aside, it would be interesting to calculate the economic costs caused by imprisonment, unemployment, the different forms of exclusion, and national and international wars. An economy that does not take human beings into consideration may be said to have several flaws.

The state and civil society

A market economy that alternates between unrestricted competition and monopolistic regulation has important consequences for the state in terms of its different articulations at the national, regional or local level. On the one hand, the state is being assisted in privatising education which does not only mean privatising certain educational sectors, but also competitive participation of public institutions in the education market. This new role of the state entails balancing educational policies at a social and regional level. State privatisation also affects progressive decentralisation of education in several countries: Privatisation restricts the public function of decentralised educational structures which could play an important part in addressing the different educational demands of the different economic and social sectors.

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[3] E. LEFF: "Dalla teoria critica della produzione ad una razionalità economica dello sviluppo sostenibile", *Capitalismo, natura, socialismo,* N° 2, 1993

[4] C. RYSER: *Sviluppo tecnologico e lavoro umano,* 25 Anniversario. Ecap C GIL, Zurich, 1996

[5] P. EASTON and S. KLEES: "Education et économie: autres perspectives", *Perspectives,* N° 4, 1990

[6] M. DUGGER: "Radical Institutionalism: Basic concepts", *Review of Radical Political Economy,* Vol. 2, N° 1, pp. 1-20

The decentralised educational systems that are being promoted through privatisation often neglect human and social problems of the people, for, all that is done is to correct the deficits through social and educational programmes for children at risk and for the unemployed youth and adults.

Civil society is frequently seen in the light of being a response to the crisis of the state; if it is true that educational systems have to consider workers needs in their specific fields and not just deal with educational provision, it would be important not to forget that the western civil society includes racist groups, myriad of aggressive and egoistic pressure groups with extremely restricted perspectives[7].

Thus, on one hand, it is necessary to change social and educational services - often aggressive and parasitical -, into services operated and controlled by all citizens. On the other hand, relations between the state and the members of civil society need to be established, in order to address educational demands through associative structures that contribute to the development of the society, rather than to create fragments or multiply the internal and external divisions in the country. Thus, the myth of civil society is destroying educational systems in Third World countries and in the former countries of real socialism.

Education imposed by the external forces

The economic dependence, prevailing in many countries, has several consequences for their educational systems. Economy directly influences the educational systems, and consequently, it also effects the essence and rhythm of modernisation of the system [8]. Transition countries experience this dependence in an economic sense. If transition tends to be difficult in eastern countries, then one can say that it tends to be dramatic in countries in the South. In the imposed context of the structural adjustment programmes, African countries, for instance, seem to be reducing their educational concerns. Their faith in the intrinsic value of education is diminishing. The states do not seem to be entitled any longer to decide about their respective futures; instead they simply adapt themselves to the western model where whole societies are being mobilised for productive efficiency, consumption, and where perfectly adequate technologies are rapidly becoming obsolete and raising unemployment rates[9].

If countries in the South and in Eastern Europe are unable to have full control of their own economies, it is going to be difficult for them to control their educational policies and especially the economy of education concerning the workers themselves.

The indifference regarding human development, even in countries with economic development, is leading to an increase in the number of those excluded from the employment market and from education. Education policies are being designed by external agencies, especially the World Bank, and by governmental and non-governmental organisations in the context of bilateral co-operation. Evaluation and certification criteria and corresponding indicators are also imposed by external institutions. Frequently, new forms of exclusion are hidden behind attractive expressions, such as quality of education and qualification, for which all categories of workers often pay a high price. And the states do not exist anymore to represent the cause of the workers, but rather participate themselves in educational competition. Disintegration of the state is resulting from imperialistic competition. In Africa for example, influential powers propose and impose their policies not only in the economy but also in educational and cultural areas.[10]

Refugees, immigrants and unemployed are the result of educational policies that are unrelated to regional, national and social development.

Even in northern countries, agencies like OCDE, take part in the decision on policies and in imposing more or less hidden rules on countries belonging to the club of wealthy nations. Again, economic growth has priority over human development, causing an increase in precariousness, unemployment and more dramatic forms of exclusion which increase the number of prisoners.

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[7] P. WATERMAN: "Beyond Globalism and Developmentalism: Other voices in World Politics", *Development and Change*, Vol. 27, 1996, pp. 165-180

[8] W. KONARSKI: "Poland: Education and Economy", *Unity University*, 1996, p.20

[9] K.E. SENANU: "The crisis of funding education in Sub-Saharan. Africa: African perspectives versus World Bank prescription", *Education with Production*, Vol. 12, N° 1, 1996, p.85

[10] M. DIA: Corbeille pour L' an 2000, Ed. Paix et Developpement, Dakar, 1995, p. 34

priority over human development, causing an increase in precariousness, unemployment and more dramatic forms of exclusion which increase the number of prisoners.

The monolithic ideology of education is the triumph of the theoretical and practical economy of education.

Resistance and alternatives

Resisting, in a theoretical, political and practical way, against an economy of adult education based on the neo-classical model, is the first necessary action to oppose concrete projects that tend to bury centuries of history of adult education consisting of the developments of mankind - battles, failures and victories.

The aim of most ideological activities on an international scale, is to convey the project of an adult education system, coherent with an international economy that is much more attentive to financial speculation than to production. Nowadays, not only workers, but also a part of entrepreneurs are strongly opposed to this economy of speculation that in fact is a ruin for several enterprises. For example, the programme of the association of industrial engineers in Barcelona which held a seminar in 1993 on economy of production and speculation, analysed and discussed the damages caused by the economy of financial speculation.[11]

The primary aim of the first line of the resistance force - the union workers, associations of the unemployed, co-operatives of producers, craftsmens associations, paid farmers and agricultural cultivators - is to defend their productive activities, their prime motive being to continue in their work.[12] Perhaps this resistance will lead to innovations in work and education policies and to fundamental research, applicable to these sectors.

Resistance has different priorities: (1) Refusal to validate any research whose aims do not agree with the interests of the country as a whole; (2) Opposition to the establishment of educational systems that are a reflection of the economy of education which promotes the interests of only a privileged minority, and in some countries, a privileged majority.

The alternatives with respect to the contents of the battles are numerous. For a number of years, national, international, governmental and non-governmental institutions have been used as instruments to propagate the dominant ideology of education. Using different ways to propose alternative projects is possible, only if researchers in economics and in education choose to be researchers rather than propagandists of a new adult education system that is becoming a product of the market and for the market. However, the most essential alternative is on the quality of training activities, financed by public institutions, enterprises and by the workers and their unions. The integration of the different categories of workers in common training projects is the most significant response to an adult education system that acts as an instrument of exclusion. The fierce battle against competition in educational projects entails forms of solidarity that will need to have cultural contents (human sciences, fundamental and natural sciences) shared by all the workers.

In order to define these educational policies and determine their contents, it is necessary to build up alliances between workers and researchers and take into account the consequences of digital revolution in production and education.

It is necessary to take into account policy in communication of research, and in alternative politics and practices because nowadays adult education involves high investments in communication. In many countries, there are more or less explicit policies, that try to prevent or hinder adult education practices in vocational training institutes, universities and in regional and international institutions. Information needs to be spread rapidly in order to respond to these attacks when they occur.

Adult education and training (violence and oppression versus development) is a reality today. By denying this contradiction, i.e. presenting the training project either in an utopian perspective, or as a hopeless one, means adjusting to the educational project of power.

Modernity without exclusion

People want modernity and fight in order to attain it. Drinking water, medical services, sufficient food, comfortable accommodation, production of aesthetical goods, cultural and educational development, personal and collective liberties... are dimensions of modernity which every person has the right to demand, to construct and to enjoy.

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[11] Associaciò d Enginyers Industrials: *El grup d Economia posa en marcia l Aula d Economia*, Barcelona, 1993, pp. 3-6

[12] D. SCHNAPPER: "Contre la fin du travail", *Partage*, N° 112 , Avril 1997, pp. 2-6

Adult education contributes to this modernity if it provides everyone with the means to benefit from it. Fundamentalism is often the contradictory result of artificial modernity, which disregards a populations real desires. A modernity that excludes segments of the population is one that denies the dissemination of scientific knowledge. For this reason, it is necessary to establish enduring relations between scientific researchers and citizens within the framework of daily life.

Although the raison d'être of modernity is to share creativity, beauty and generosity, it is lack of all these elements that characterises current practices of modernity. The permanent misuse of the concept and practices of modernity does not mean that men and women are not still constructing a world that is in constant evolution and progression.

Modernity is not an invention of the western world. The conceptual construction and the practice of a worldly modernity that take into consideration holistic conceptions of modernity should be the most urgent task of the adult education project.

Appendix A:
Programme

SESSION ONE: Changes In The World of Work That Impact On Adult Education And Training

PART ONE

(Room C, University Main Building)

Tuesday 15 July:	**Changes in the World of Work that impact on Adult Education and Training** *Panels of Representatives/Experts from the ETF, ILO, NGOs, OECD, UNDP, ICFTU, UNESCO*
Chairperson:	**Mr Abrar HASAN, Head, Education and Training Division,** (OECD)
Panel of Experts:	Ms Renate Peltzer, Responsible for relations with the UN, (ICFTU) Prof. B. W. Kerre, Dept. of Technology Education, Moi University, Kenya (UNESCO) Ms Lurliene Miller, Director, Vocational Training Institute, Jamaica (HEART Trust) Ms Maria A. Ducci, Chief, Training Policies and Systems Branch, (ILO)
	Topics
15.00 to 15.15:	What are the most significant changes in the world of work?
15.15 to 15.30:	How do these changes impact on employment and adult learning?
15.30 to 15.45:	What special impact do these changes have on developing economies?
15.45 to 16.00	What special impact do these changes have on training and continuing education?
16.00 to 16.15:	Questions from the floor to the Panel on the implications for: the ***Declaration on Adult Learning*** and the ***Agenda for the Future***

16.15 to 16.45: **Coffee Break**

PART TWO

(Room C, University Main Building)

Tuesday 15 July:	**Changes in the World of Work that impact on Adult Education and Training**
Chairperson:	**Mr Karamat Ali, Director, Pakistan Institute of Labour Education & Research, Karachi, Pakistan.**
Panel of Experts:	Mr Hans-Konrad Koch, Head, Analysis & Development Department (ETF) Dr Félix Cadena Barquin, General Co-ordinator (FLASEP, Mexico) Dr David H. Fretwell (World Bank, Budapest, Hungary) Mr John Lawrence, Principal Technical Advisor, (UNDP)
	Topics
16.45 to 17.00:	What are governments' and other authorities' responsibilities to these changes?
17.00 to 17.15:	The popular economy, solidarity, and the co-operative society.
17.15 to 17.30:	The special impact these changes have on transitional economies.
17.30 to 17 45:	Learning response to changes in the non formal economy.
7.45 to 18.00:	Questions from the floor to the Panel on the implications for: the ***Declaration on Adult Learning*** and the ***Agenda for the Future***

SESSION TWO: Implications For Adult Education Programs Of The Changing World of Work

PART ONE

(Room K, University Main Building)

Wed. 16 July: **Implications for Adult Education Programs of the Changing World of Work**
Individual presentations with small group interaction

Chairperson: **Dr H. Müller-Solger, Head, Division for European Co-operation in Vocational Education & Training, German Federal Ministry of Education, Science, Research and Technology.**

09.30 to 10.15: **Formal education and teacher preparation for the world of work**

Speakers: Dr Ikhyun Shin, Korean Educational Development Institute (KEDI), Republic of Korea.
Dr R. Barry Hobart, formerly Associate Professor of Human Resource Development, University of South Australia, Australia.

10.15 to 10.45: Buzz group interaction in groups of 20 persons

10.45 to 11.15: **Coffee Break**

PART TWO

(Room K, University Main Building)

Wed. 16 July: **Implications for Adult Education Programs of the Changing World of Work**
Individual presentations with small group interaction

Chairperson: **Prof. B. W. Kerre, Department of Technology Education, Moi University, Kenya.**

11.15 to 12.00: **Non-formal education within the world of work**

Speakers: Dr Madhu Singh (India), Dr Bernd Overwien (Germany), Ms Claudia Lohrenscheit (Germany), Dr Sigvor Bakke-Seeck (Norway) Committee on Educational Research in Co-operation with Third World Countries, within the German Educational Research Association.

12.00 to 12.30: Buzz group interaction in groups of 20 persons

12.30 to 14.00: **Lunch Break**

SESSION THREE: Policy And Social Implications Of The Changing World Of Work

PART ONE

(Room K, University Main Building)

Wed. 16 July: **Policy and Social Implications of the Changing World of Work**
Individual presentations with small group interaction

Chairperson: **Ms Lurliene Miller**, Director, Vocational Training Institute, Jamaica (HEART Trust)

14.00 to 14.45: **Policy making and its political implications**

Speakers : Mr Tony Greer, First Assistant Secretary, Dept of Employment, Education, Training and Youth Affairs, Australian National Government.
Mr Karamat Ali, Director, Pakistan Institute of Labour Education & Research, Karachi, Pakistan.

14.45 to 15.15: Buzz group interaction in groups of 20 persons

15.15 to 15.45: **Coffee Break**

PART TWO

(Room K, University Main Building)

Wed. 16 July: **Policy and Social Implications of the Changing World of Work**
Individual presentations with small group interaction

Chairperson: **Mr Tony Greer**, First Assistant Secretary, Dept of Employment, Education, Training and Youth Affairs, Australian National Government.

15.45 to 16.30: **Democratisation and the empowerment of certain groups**

Speakers: Dr Helga Foster, Senior Researcher and Person in Charge of Women's affairs, Federal Institute for Vocational Training, Germany (BIBB), Mr Ettore Gelpi, (Italy) International Consultant.

16.30 to 17.00: Buzz group interaction in groups of 20 persons

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EU = European Union; **ETF** = European Training Foundation; **ILO** = International Labour Organisation; **NGOs** = Non-government organisations; **OECD**=Organisation for Economic Co-operation and Development; **UNEVOC** = UNESCO's International Project on Technical and Vocational Education; **BDW** = Committee for Educational Research in Co-operation with Third World Countries within **DGfE** = German Educational Research Association; **FLASEP** = Fundación Latinoamericana de Apoyo al Saber y la Economía Popular; **ICFTU** = International Confederation of Free Trade Unions; **UNDP** = United Nations Development Programme; **HEART Trust** = Human Employment and Resource Training Trust.

Appendix B: UNESCO Institute for Education

Follow-up to CONFINTEA V: Plan of action

In keeping with the spirit of CONFINTEA and guided by the two key policy documents, *The Hamburg Declaration on Adult Learning* and *The Agenda for the Future*, UNESCO Institute for Education has established a co-ordination unit for follow-up which collects information, disseminates, monitors and promotes the issues and policies framed within these documents. The co-ordination unit functions as a focal point for adult learning follow-up to the Conference, working closely with the different units and sectors at UNESCO Headquarters, and in the Regional Offices, with the major UN and other multilateral partners as well as NGO networks and with the Member States.

Follow-up activities focus on four areas:
I. Monitoring, information and dissemination
II. Policy support to Member States
III. Regional and international forums
IV. Support to thematic follow-up through existing networks

Monitoring, information and dissemination
Five activities are particularly relevant to CONFINTEA-follow-up. These are:
(1) Distribution and consultation of Conference documents;
(2) Production of thematic booklets;
(3) Media and press coverage;
(4) Production of follow-up newsletters.
(5) Production of a technical report on CONFINTEA follow-up

Support for policy development
One of the main thrusts of the CONFINTEA follow-up is national, regional and international policy support and creation of networking opportunities for policy development in adult learning. It identifies and supports regional experts who could lend support to Member States on special topics and to promote regional initiatives in the area of policy design and implementation.

Policy development focuses on:

- Demand-focussed policy and development of accessibility measures
- New policies for provision of adult learning
- Promotion of gender sensitive policies and programmes;
- Recognition of cultural identities;
- Production of materials (including linguistic and culturally relevant materials);
- New role of the state and of civil society (complementarity between public services, the private sector and the NGOs);
- Promoting intersectorial and interdepartmental linkages between sectors (health, environment, justice, etc.) in relation to adult learning policies;
- Diversification of financial sources;
- Evaluation and monitoring

Regional and international forums
An international forum will function as a consultation mechanism to secure the implementation of the recommendation of the conference. The international forum proposed on an annual and rotating basis, will be preceded by regional forums looked after by the UNESCO regional offices.

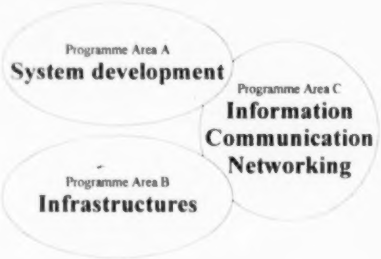
Support to thematic follow-up
Follow-up actions in relation to the thematic working groups held during the CONFINTEA are being supported through existing networks and monitored together with UIE. These include production of materials, orientation seminars, joint studies, conferences, dissemination projects, documentation, monitoring and exchanges. The ten themes of the CONFINTEA range from democracy, indigenous communities minorities, literacy, gender, work, population, media, ageing and health, migrants, to education in prisons, the disabled, economics of adult, learning, international cooperation, documentation, research and universities.

Appendix C: About UNEVOC

UNEVOC is the International Project on Technical and Vocational Education of the United Nations Educational, Scientific and Cultural Organisation (UNESCO). It was launched in 1992, following a resolution of UNESCO's General Conference in 1991. It has established a world wide network of entities that are committed to co-operating to achieve its overall goal. This goal is to strengthen the development and improvement of technical and vocational education in UNESCO Member States. In 1992, the German Government made a commitment to UNESCO for on-going, substantial support. Other countries, such as the Republic of Korea, Japan, France, are also providing significant contributions in various forms.

The Objectives

The objectives are clustered into three programme areas that focus on technical and vocational education and its relationship to the world of work. These areas are:



Programme Area A: System development

This area fosters the international exchange of ideas and experiences and promotes studies on policy issues. It is devoted to the development of technical and vocational education systems.

Programme Area B: Infrastructures

This area strengthens national research and development capabilities in order to improve the infrastructures of technical and vocational education.

Programme Area C: Information Communication and Networking

This area increases access to data bases and documentation and strengthens the UNEVOC Network. It addresses information, communication and networking.

The UNEVOC Network

The UNEVOC network includes teaching, training, planning, research and development institutions, and entities within government ministries, that are active in technical and vocational education. It is a Network that constitutes a world wide perspective of this area of education. UNESCO Headquarters in Paris serves this network through interaction on the political level with governments, UN specialised agencies, and other international organisations. The Implementation Unit in Berlin contributes significantly to the design and implementation of the Project. It is pivotal to the networking of UNEVOC Centres. Many UNEVOC activities are also executed by UNESCO's four Regional Offices: in Africa, the Arab States, Asia and the Pacific, and Latin America and the Caribbean, assisted by over 50 UNESCO Offices. National Commissions for UNESCO are also involved in selected UNEVOC activities. An International Advisory Committee advises the Director-General of UNESCO on the design and implementation of the Project.

UNEVOC Centres

Member States, through their National Commissions for UNESCO, have nominated relevant national institutions to become UNEVOC Centres and Associate Centres. As of June 1998 some 165 Centres and

Associate Centres in 110 Member States had been nominated. These Centres are expected to give leadership and thrust to the education and development that results in effective performance within occupational roles. The responsibilities of the UNEVOC Centres include:

- developing and leading a national network;
- ensuring information flow to and from UNESCO and other UNEVOC Centres;
- ensuring that expertise is shared among UNEVOC Network members;
- providing research as requested by the UNESCO Secretariat;
- contributing to UNESCO publications and data bases;
- updating the data of the UNEVOC Directory with information on all UNEVOC Centres and other relevant institutions.

Strategies

The following are the important strategies that are applied within the UNEVOC Project as a means of attaining the objectives:

Advocacy, policy and monitoring

UNEVOC advocates, supports the development of appropriate policy, and monitors, through various means, a number of fundamental principles relating to technical and vocational education that are embraced by UNESCO. These include: the correlation of effective and efficient technical and vocational education with human development; the primary support for the least developed countries; the access for women to technical and vocational education; the increasing of co-operation between technical and vocational education institutions and the world of work; the improved status of technical and vocational education.

Information source and communication

UNEVOC initiates and encourages the identification, collection, description and dissemination of information and knowledge concerning innovation, ideas and experience in technical and vocational education. This is achieved through studies and publications, through workshops and expert meetings, and through the international exchange of specialists in technical and vocational education.

The quarterly newsletter "UNEVOC INFO", available in both English and French, is compiled and distributed. The UNEVOC Directory presents comprehensive information about UNEVOC Centres and Associate Centres, and other relevant bodies. An up-to-date Inventory of UNEVOC activities around the world is available. A series of UNEVOC Studies is also published.

In order to present information in as clear and user-friendly way as possible, UNEVOC employs the most contemporary means of communication available to it and to its partners. One such means is the Internet. Increasingly, information about UNEVOC, its activities and its publications, is available on the World Wide Web

Professional development and exchange

As a means of harvesting the ideas, experiences and recommendations of significant professionals world wide within the field of technical and vocational education and of human resource development within enterprises, seminars, symposiums and workshops are organised and conducted. This is frequently done in co-operation with other important players in the field.

Consultancy and advisory services

UNEVOC assists Governments and institutions in the development of technical and vocational education, as requested. This endeavour extends beyond the UNEVOC Network. International experts are included in this activity. Thus, a comprehensive, international perspective of technical and vocational education and the world of work is brought into focus.

Co-operation

The need for co-operation and mutual support among entities responsible for technical and vocational education, both nationally and internationally, is increasingly obvious. UNEVOC encourages and supports this co-operation in a number of ways. One important way is through the process of twinning. This is an arrangement whereby a UNEVOC Centre forms a joint association with another Centre, with a work enterprise, with a research institution, or possibly with some other training or educational institution, in order to co-operate in professional endeavours and to gain increased benefit therefrom.

Partners

International and intergovernmental organisations, such as the International Labour Organisation, national governmental and non-governmental organisations, and specialised institutions in Member States, co-operate with UNEVOC. The expertise available in these institutions enhances the capacity of UNEVOC to make a significant impact on the development of technical and vocational education around the world.

UNESCO Headquarters, Paris

The UNEVOC Project is implemented under UNESCO's Education Sector in Paris. The Assistant Director-General for Education has the overall responsibility for the planning and management of the Project, with the support of the Section for Technical and Vocational Education.

In accordance with UNESCO's decentralisation policy, responsibility for the management of the Project is shared among UNESCO Paris, UNEVOC Berlin and UNESCO's Regional Offices.

UNESCO-UNEVOC Berlin

UNESCO-UNEVOC Berlin is the "logistic centre" for supporting, serving and networking UNEVOC Centres. It co-operates with other entities within the Network in the design, planning, implementation and evaluation of the strategies and activities for attaining the objectives of the Project.

Appendix D: The Advisory Committee and Contributors

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